REPORT OF THE OTTAWA-CARLETON ELECTORAL BOUNDARIES COMMISSION

Katherine A. Graham
Commissioner

November 30, 1990

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OTTAWA-CARLETON ELECTORAL BOUNDARY COMMISSION
COMMISSION SUR LES FRONTIÈRES DES CIRCONSCRIPTIONS ÉLECTORALES D'OTTAWA-CARLETON

November 30, 1990

The Honourable David Cooke
Minister of Municipal Affairs
and M.P.P. Windsor Riverside
Queen's Park
Toronto, Ontario
M5G 2E5

Dear Sir:

As required by my terms of reference, I am pleased to submit my report on electoral boundaries for the Regional Municipality of Ottawa-Carleton and the 11 area municipalities contained within its boundaries.

This completes the work of the Ottawa-Carleton Electoral Boundaries Commission.

Yours sincerely,

Katherine Graham

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Commissioner

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Day-to-day administrative support for the exercise was handled by Martha Clark while Margaret Bezanson oversaw production of the report. The smoothness with which all these aspects of the work were handled reaffirms my high regard for them both.

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Much of the detailed analysis I undertook involved "getting the numbers right." Kim Conroy was of considerable help in this regard.

Finally, I must make special mention of Beatrice Osler Hampson. She worked as my special assistant for the duration of the Commission. Beatrice handled a myriad of tasks from organizing meetings to preparing substantive analysis with unfailing energy, good humour and intelligence. I could not have completed my assignment in the time available without her help.

Having indicated my debt to so many people, it remains to say that full responsibility for the contents of this report and the work of the Commission rests with me.

Katherine A. Graham

November 30, 1990

I. INTRODUCTION

On July 24, 1990, I was appointed by the Minister of Municipal Affairs as Commissioner to establish electoral boundaries for the Regional Municipality of Ottawa-Carleton and its local municipalities. My role was to undertake a comprehensive consultation process, review demographic and other information about Ottawa-Carleton relevant to the task at hand, and, after due consideration, advise the Minister concerning the most appropriate configuration for a regional and local ward system enabling the separate election of local and regional councillors. My complete Terms of Reference are reproduced in Appendix One of this report.

This report is the culmination of my work. The sections which follow deal with the basic rationale for my recommendations, definition of a set of new regional wards and my recommendations concerning electoral systems for each of the 11 local municipalities in Ottawa-Carleton. There are a number of issues which should be considered during the implementation of any new electoral system for the area. These are dealt with in the penultimate section of my report. Finally, I offer some concluding remarks which seem appropriate as I end my Commission.

II. THE CONTEXT FOR MY RECOMMENDATIONS

My work as Commissioner for Election Boundaries in Ottawa-Carleton has been unique in a number of ways. First of all, it has followed directly on a major review that dealt with the system of political accountability and representation in the Regional Municipality of Ottawa-Carleton (RMOC) and the allocation of responsibilities between the Region and the 11 local municipalities contained within its borders.

The Bartlett Review, as it is commonly known, concluded in November 1988. My terms of reference as Commissioner are based on the provincial government's initial assessment of Bartlett's recommendations concerning the system of political accountability and representation for the RMOC. They endorse the Bartlett Review's recommendation that a move to a system of directly electing the majority of regional councillors who are exclusively responsible to and accountable for the Region is warranted so that the Region may carry out its full political role as well as its service functions. My job has been to design a system of new regional wards which will elect those regional councillors who, together with the local mayors, will form the full regional council.

The genesis of my work is important because it simultaneously gives me scope for action and circumscribes my role. I consider it important to build on the perspective on governance in Ottawa-Carleton set out by Bartlett. This perspective can best be summarized by using Bartlett's own words:

> Each district has its distinctive character - some more distinctive than others - but in broad economic, social, cultural and functional terms, **the metropolis operates as an organic whole** (emphasis was in the original report). This is

> not to suggest that municipalities are unimportant, but only that those of us who are actively interested in municipal government may sometimes overestimate their significance to most of our fellow citizens.[1]

Bartlett was referring to the entire metropolis of Ottawa-Carleton-Outouais when he articulated this view. However, his immediate focus, as is mine, was on dealing with the implications of the increasing integration of social and economic life in Ottawa-Carleton for the region as a functioning political entity with a strong tradition of two tier government. This tradition dates back to the middle of the nineteenth century but it is now represented by the two tier system of local government that has existed since the creation of the RMOC in 1969.[2]

Part of my task as Commissioner is to design new regional wards that will adapt the region's historical/political traditions and structures to political reality and to contemporary social and economic circumstances. The RMOC is accountable to the people of Ottawa-Carleton. It is not accountable to the area municipalities. Contrary to the impression that one might get from casual observation of regional politics, the regional municipality was not created as a result of local municipalities delegating some of their own responsibilities to the RMOC. Instead, the Region was created as a government with independent powers which should be exercised in accordance with popular will. That popular will is developed as people move throughout the region on a daily basis and get a sense of the social heterogeneity of Ottawa-Carleton, as well as an understanding of its coherence as a political and economic unit.

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1 Ottawa-Carleton Regional Review, **Accountability and Representation: Phase One Report** (Ottawa: December 1987) p. 9.

2 Tradition is not the only justification for two tier local government. This approach is commonly seen as a way of ensuring that issues of broad importance can be dealt with over an appropriate geographic area while more local issues can be dealt with at the town, township or city level.

Developing an electoral system that reflects this reality has been the focus of my work. My work is limited (I think in a practical way) in the sense that I am not to go back and reconsider all of the issues dealt with by the Bartlett Review, nor am I to consider adjusting the boundaries between local municipalities or municipal amalgamation.

The second respect in which my job has been unique lies in the way I was mandated to do my work. Typically, election boundaries in Ottawa-Carleton have been altered on a case-by-case basis by each local municipality. This has usually occurred when a council has decided that it is appropriate to create or amend the local ward system to reflect population growth or changes in the distribution of population within the municipality. Interested citizens are also frequently involved in the process. Sometimes this occurs through representations to council for changes. Interested individuals and citizens groups have also appeared before the Ontario Municipal Board as it has held hearings to consider proposals for local ward boundaries in particular municipalities.

My mandate is to deal with the system of election in all of the local municipalities in Ottawa-Carleton simultaneously, as well as to create the new regional wards. Furthermore, the statement by the Minister of Municipal Affairs when he created the Commission indicated that the establishment of new regional wards should not result in an overall increase in the number of local politicians in Ottawa-Carleton. For every regional council seat created, a local council somewhere in the region would have to lose a seat. This presents a new challenge.

That challenge was not just placed in my lap. Politicians and senior administrative staff in

area municipalities have had to think about the implications of this inter-related approach to structuring electoral boundaries for their own municipality and for the RMOC. Over the four month life of the Commission, I met with senior staff in every municipality in the region and with many local councils. Some councils came to a consensus about their preferences concerning the issues before me by adjusting their local wards and, in some cases, reducing the size of council. In other cases, local politicians preferred to express their views to me on an individual basis. There was general recognition of public dissatisfaction and the need for improvement.

Local citizens also became involved. As Appendix Two shows, a number of individuals and groups made their views known to me at the four public hearings I held in different parts of the region or through letters and conversations. Some members of the public had very specific concerns about the structure of wards in their local municipality. Others raised issues that were, strictly speaking, outside my terms of reference. Some of these issues emerged repeatedly and relate to the reform of regional government in Ottawa-Carleton. However, overall the public consultations impressed me greatly. There were three broad messages that I received from the individuals and groups that contacted me.

The first was a sense of frustration with the current system overall and with the lack of political accountability of the regional government in its present form. This is consistent with Bartlett's earlier sense of the low level of attachment that people have to the RMOC and the extent to which they think it accountable.

The second message that I received is that people are looking for a government in Ottawa-

Carleton that can deal in a coherent and responsive way with some of the major issues the region faces related to economic development, social services and liveability. As might be expected, some of those making representations were more interested in stating this need in terms of their particular preoccupation with economic development, social issues, planning and environmental issues and so on. But overall, these are the things people are thinking about.

Despite the current problems related to the public perception of the RMOC, it was generally recognized that it is the upper tier, by virtue of its responsibilities, that should be in the best position to deal with these challenges. The argument that was made to me was that the RMOC is currently prevented from doing this effectively because regional council is characterized by excessive political parochialism. Observers see this parochialism as stemming from the tendency of regional councillors to vote on proposals in a reactive way, viewing them through the prism of what they might mean for their local municipality. On a number of occasions, the point was made very forcefully that the public does not think that important regional issues should be dealt with in this way.

The public I encountered do not, by any means, see the region as homogeneous. Neither do they see the communities of interest which exist in the region as necessarily corresponding to the boundaries of local municipalities. This was the third significant consensus that emerged from my public consultations. A number of individuals expressed this view, as did a number of broadly based community organizations which often hold different perspectives on issues. These included the Federation of Citizens' Associations of Ottawa-Carleton, the Ottawa-Carleton Board of Trade and the Ottawa-Carleton Social Planning Council.

III. PRINCIPLES FOR DESIGNING WARDS

All of these consultations, plus my own research, have led me to conclude that the following are the most important principles that should be considered when designing a new regional ward system for the Regional Municipality of Ottawa-Carleton.

- **Creation of a System of Regional Wards Which Will Make the Regional Government As Accountable As Possible**

My terms of reference permit me to recommend from 14 to 18 regional wards. In my view, it is important to create the largest number of directly elected regional council positions possible. This will enhance the public accountability of regional council. A high level of public accountability is necessary not just because of the remoteness of regional council under the current system. Increasingly, the RMOC is seen as the only government locally that can take on the challenges confronting Ottawa-Carleton. Issues related to the health of our air, land and waters, and the well-being of our social and economic environment transcend municipal boundaries within Ottawa-Carleton. When we consider further that the RMOC is now responsible for the expenditure of significant public funds (over $1 billion per year) it becomes imperative that the direction of regional government activity be subject to the broadest possible debate in the regional council chamber. Creating a larger, rather than a smaller regional council, with a significant majority of members who are elected to serve only at the regional level will help this occur.

Representation By Population

The idea of "rep by pop" is well entrenched as a dominant principle of political organization. It suggests that, to the greatest extent possible, there be an equal population in each of the wards established. My terms of reference indicate that, as far as is practicable, I am not to vary the population of each ward by plus or minus 25% from the average. One can see that at the regional level, with the RMOC having a 1990 population of about 650,000 and 18 wards, the average ward size would be about 36,000 people.[3] However, in the context of my terms of reference, the wards should range from about 27,000 (-25%) to a high of about 45,000 (+25%) if at all possible.

Despite this, there are a number of reasons for varying the population of wards. In some cases, the physical size of a ward may make the job of representing relatively few people equally onerous to that of representing a larger number who live in a more densely populated area. In other cases, an area may be on the verge of significant population increase. A ward with a smaller population may be created on the understanding that it will catch up to the norm. Finally, there may be circumstances where the physical separation of part of a municipality's population from the rest warrants separate representation.

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[3] All references to population are based on 1990 data provided by the Ontario Population Report, unless specified otherwise. All references to population have been rounded.

- **Representation of Communities of Interest**

There is considerable diversity within Ottawa-Carleton. The region contains people living in urban, suburban and rural areas. There are parts of the region where the majority of residents are renters and others where the majority own their own homes. We have linguistic diversity in the region. There are the Anglophone and Francophone populations that have traditionally been present in Ottawa-Carleton. However, an increasing number of the region's population have a mother tongue that is neither of our official languages.

Given these and other differences that exist within the region's population, one has to ask what holds communities together? In some cases, the glue that bonds is tenancy status, language, geographic location or history. In other cases, travel patterns, shopping patterns and the existence of common places for recreation or entertainment create links among people living in adjacent areas. The interdependence within and among communities is an important factor to consider when defining the boundaries for regional wards. What constitutes a community of interest will vary from one part of the region to another. In some cases, they are contained within a single local municipality; in other cases they are not. Regardless, it is important that communities of interest be defined and given some potential for political efficacy in the regional government of Ottawa-Carleton.

- **Recognition of Natural Geographic Areas**

There are a number of major physical or topographical features of the region which help define the communities of interest described above and create focal points for demarking

boundaries. Three of the most prominent are the Greenbelt, the Queensway and the Rideau River. To the greatest extent possible, I have recognized the importance of these in the development of regional ward boundaries.

- **One Representative Per Ward**

The principle of having one representative per ward is a sound practice that I endorse because it enhances political accountability by lessening the chance of public confusion about "who is responsible for what" and potential "buck passing" among elected representatives who might share the same ward. This view was reinforced after my public consultations in Ottawa-Carleton. Local politicians, administrative officials, private citizens and representatives of community groups voiced concerns that, where the practice has been adopted, more than one representative per local ward has led to unnecessary conflict, confusion and duplication of effort -- all are deterrents to effective accountability.

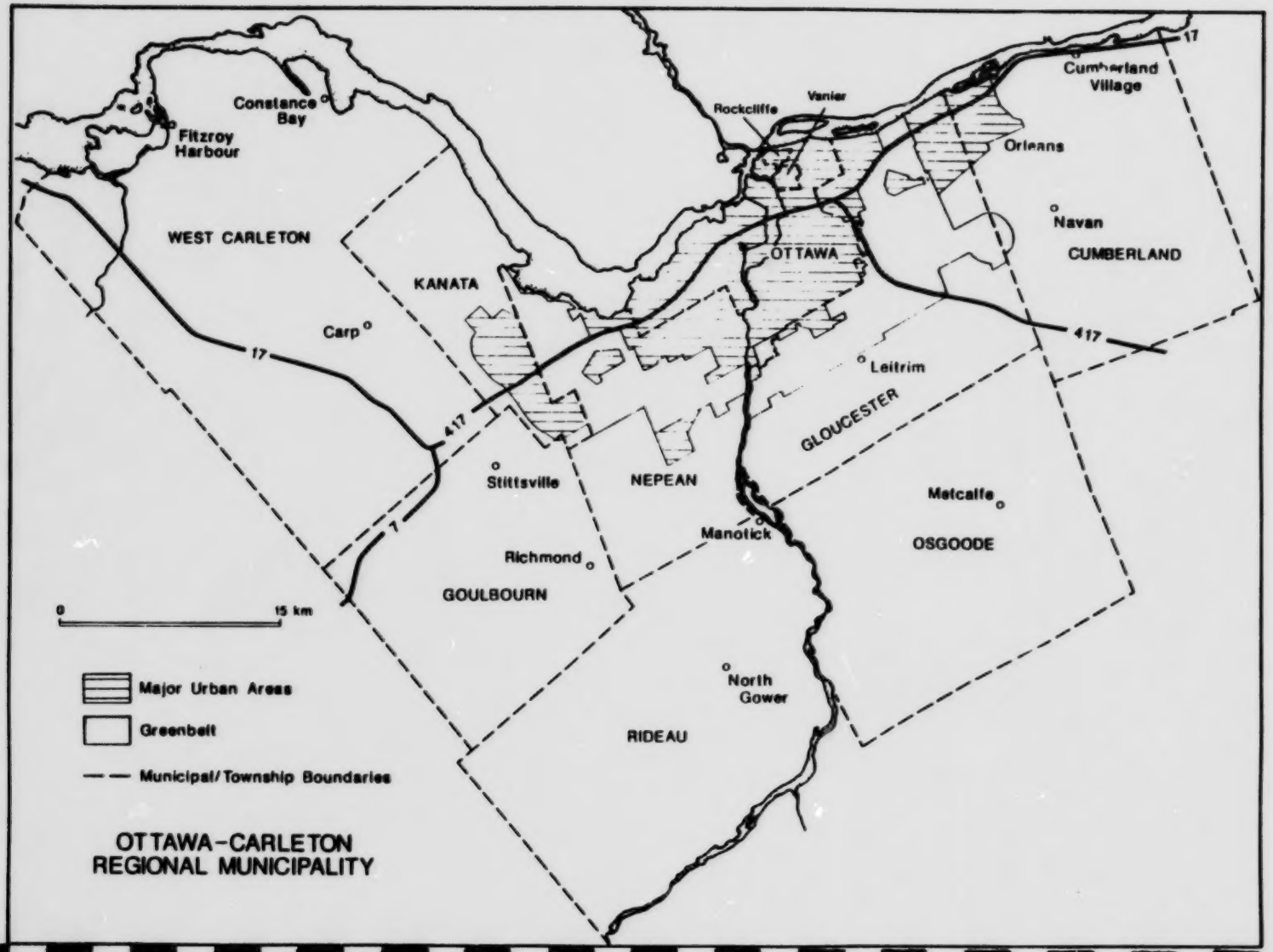
With the exception of the first principle, all of these considerations are also important in developing electoral systems for the local municipalities in Ottawa-Carleton. I have some further general comments about my approach to dealing with systems of representation in the 11 local municipalities. These will be discussed in chapter five.

IV. REGIONAL WARDS

The regional wards I am recommending adhere to the main principles for designing regional wards outlined in the previous section. These include creating a system of regional wards which makes regional government accountable; representation by population to the greatest extent possible; representing communities of interest and recognizing natural geographic areas. My conclusion that regional government's accountability is maximized through a larger rather than smaller council is also important. For this reason, I am recommending that 18 regional wards be formed, the maximum allowable number of wards within the range 14 to 18 established by the province.

There was some debate at the administrative and political level in the region about whether to include the 11 mayors in the population divisor to establish the average ward size. I excluded them for two reasons. First, the principle underlying the exclusion of the mayors from the population divisor emanates from the Bartlett Commission which defined a unique role for mayors, distinct from that of directly-elected councillors. The function of local mayors on regional council is to bridge municipal interests with regional concerns, whereas directly elected regional councillors are to take the region as their primary focus. This, in turn, suggests a second reason for excluding the mayors from the divisor. To include mayors in the divisor would add a group to the calculation of the basis of direct election to regional office who are not running for such an office. Including them would thus seem to be a contradiction in terms.

The population size of regional wards is determined by dividing the 1990 population of the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Rockcliffe
Vanier
Cumberland Village
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Navan
WEST CARLETON
KANATA
OTTAWA
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17
417
Leitrim
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NEPEAN
Metcalfe
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OSGOODE
Richmond
GOULBOURN
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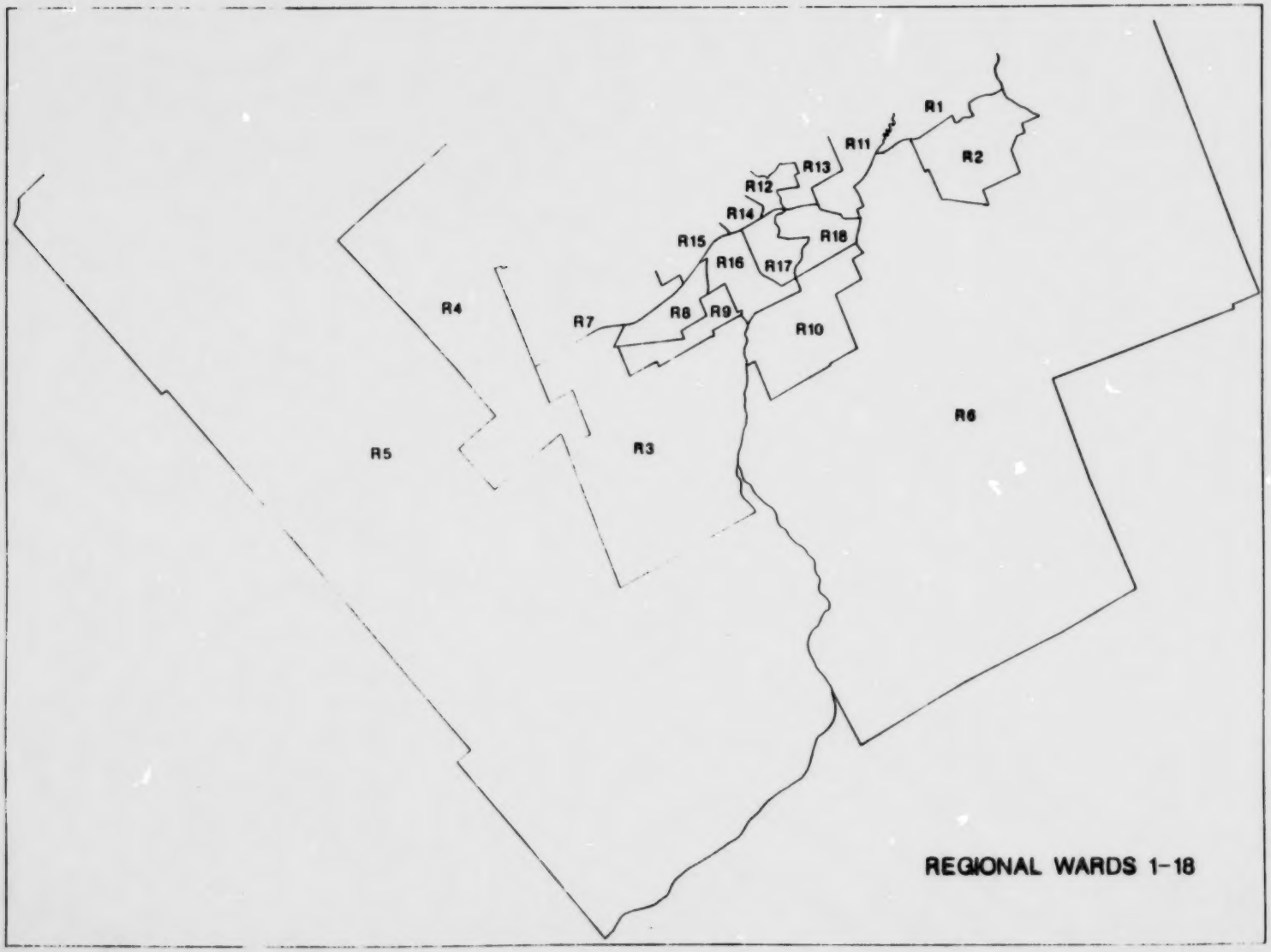
North Gower
RIDEAU
Major Urban Areas
Greenbelt
Municipal/Township Boundaries
OTTAWA-CARLETON
REGIONAL MUNICIPALITY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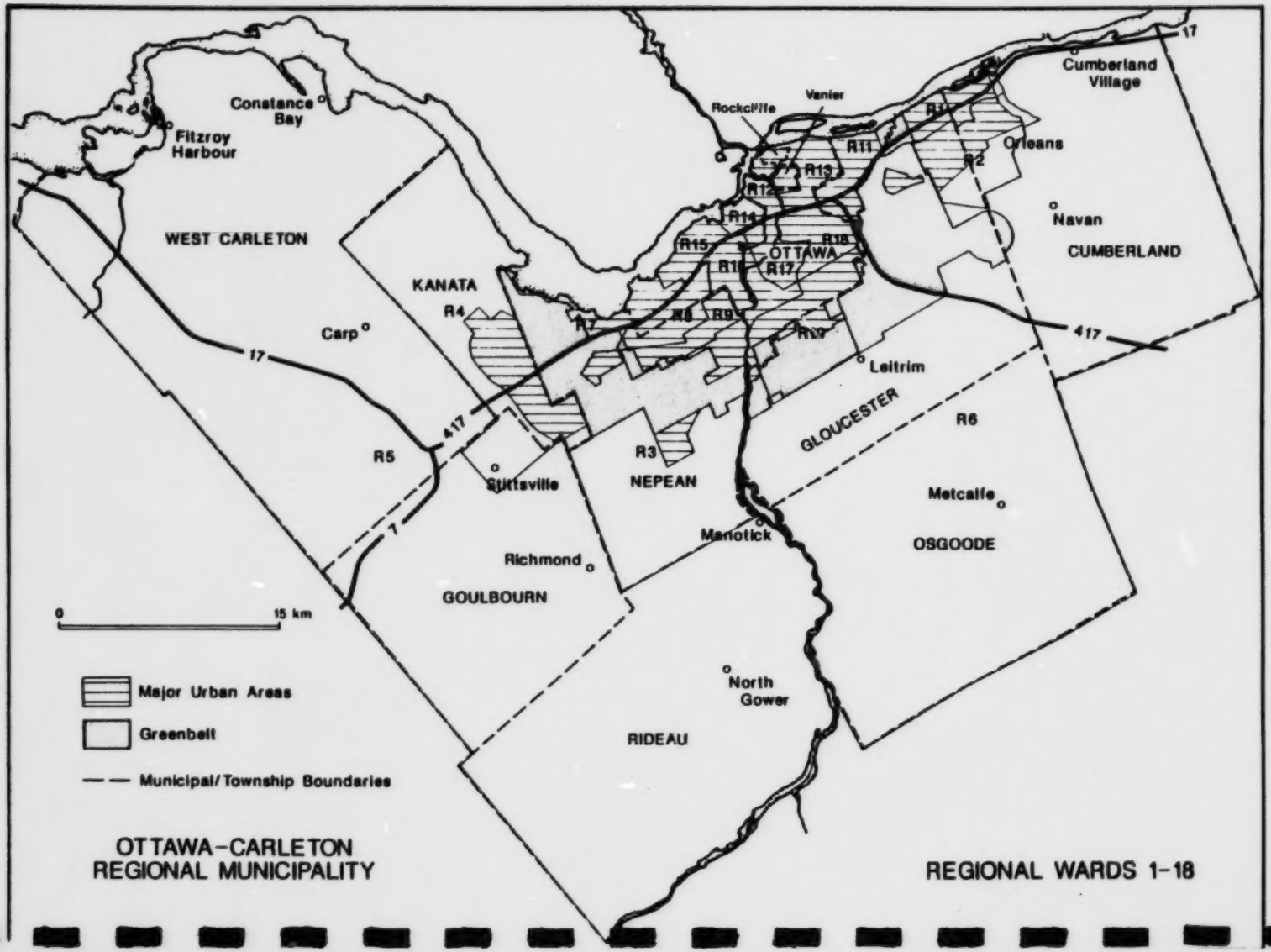
REGIONAL WARDS 1-18


Constance Bay
Fitzroy Harbour
WEST CARLETON
Carp
17
KANATA
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Stittsville
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Richmond
GOULBOURN
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15 km
Major Urban Areas
Greenbelt
Municipal/Township Boundaries
OTTAWA-CARLETON
REGIONAL MUNICIPALITY
Rockcliffe
Vanier
R11
R12
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R14
R15
R16
R17
R18
OTTAWA
R1
R2
R3
NEPEAN
Orleans
Cumberland Village
Navan
CUMBERLAND
Leitrim
GLOUCESTER
R6
Metcalfe
OSGOODE
Manotick
North Gower
RIDEAU
REGIONAL WARDS 1-18

NAMES FOR REGIONAL WARDS

1. Orleans North
2. Orleans South
3. Nepean Cedarview
4. Kanata - Stittsville
5. Western Townships
6. Carleton East
7. Bay
8. Baseline
9. Merivale
10. Uplands
11. Ogilvie
12. Laurier
13. Rideau Falls
14. Parliament
15. Island Park
16. Prince of Wales
17. Whitton
18. St. Laurent

NAMES FOR LOCAL WARDS

OTTAWA

1. Deschenes
2. Queensway South
3. Hunt Club
4. Beechwood
5. By
6. Chaudiere
7. Champlain
8. Confederation
9. Lamira
10. Smyth

CUMBERLAND

1. Queenswood-Chatelaine
2. Charlemagne
3. Fallingbrook
4. Heritage

OSGOODE

1. Osgoode

NEPEAN

1. Crystal Beach
2. Centrepointe
3. Nepean-Bells Corners
4. Knoxdale
5. Meadowlands
6. Barrhaven

KANATA

1. Marchwood-Lakeside
2. Beaverbrook-Hazeldean
3. Katimavik-Glen Cairn
4. Bridlewood-Glen

GOULBOURN TOWNSHIP

1. Stittsville East
2. Stittsville West
3. Rural
4. Richmond

GLOUCESTER

1. Jeanne DArc North
2. Jeanne DArc South
3. Gloucester-Blackburn
4. Blossom Park
5. Cyrville
6. Beacon Hill

RIDEAU TOWNSHIP

1. Dickinson
2. Rideau Valley
3. Century
4. Rideau Forest

WEST CARLETON

1. Constance Bay
2. Fitzroy-Torbolton
3. West Huntley
4. East Huntley

region, approximately 650,000 by 18, to give an average regional ward size of 36,000. If the provincial formula of a plus or minus 25% variation is applied, the allowable range of regional wards is greater than 27,000 and less than 45,000.

This section describes in more detail the rationale used to establish the 18 regional wards, including the communities of interest to be served from a regional perspective and the geographic boundaries of each ward. As will be seen, I have generally distinguished between communities outside and inside the Greenbelt when creating regional wards. I think there are basic differences in the circumstances, needs and interests between the two.

I have chosen to suggest names for the regional wards rather than number them. In my view, assigning names to wards will foster a greater sense of identification among the public. By and large, the names I am proposing relate to some prominent geographic characteristic of the ward in question or to some notable figure in the region's history.

The regional ward descriptions which follow should be read in conjunction with the maps showing the ward configurations inside and outside the Greenbelt.

REGIONAL WARDS OUTSIDE THE GREENBELT

The RMOC's official plan provides for the development of three urban communities outside the Greenbelt, in the east, west and south sectors of the region. The rate of growth of these urban centres will account for about 80% of the region's total expected population increase of more than 100,000 by the end of the century. In contrast with urban areas outside the

Greenbelt, the urban population inside the Greenbelt is projected to increase by less than 1% by the end of the decade. The influx of ex-urbanites to rural areas is expected to increase the populations of Goulbourn, Cumberland, West Carleton, and Rideau by more than 20% over the next 10 years. Regional wards inside and outside the Greenbelt are designed to take into account existing population size and the different projected rates of growth of communities inside and outside the Greenbelt. As well, regional wards outside the Greenbelt also represent a balance between population size and geographic acerage.

I will begin my discussion of regional wards outside the Greenbelt by looking at regional wards in the eastern part of the region. When looking at the urban centres outside the Greenbelt, we find there are different concerns and issues that unite communities of interest in these areas. The East Urban Community comprised of the community of Orleans is the fastest growing of the three urban communities outside the Greenbelt. Indeed, it is the fastest growing community in Ontario and one of the fastest growing communities in the country. Its population is expected to jump from about 65,000 to almost 94,000, by the end of the decade.[4] For this reason, I have created two regional wards in this area, Orleans North and Orleans South, to accommodate the projected growth rate, while still maintaining regional wards of reasonable size that are within the allowable population range.

My own observations of the physical development of Orleans, plus the representations of area citizens, have led me to conclude that Orleans is very much a community in the regional context, despite the fact that it straddles the local boundaries of Gloucester and Cumberland. Accordingly, from a regional perspective, the sensible geographic alignment of these wards

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[4] Based on RMOC planning projections.

is on an east-west continuum.

Orleans North

This regional ward of almost 26,000 makes up the northern half of the East Urban Community. It is defined on the west by Green Creek, on the east by Road 24; then west along Road 34 to the 10th line and south along the 10th line to Amiens; west along Amiens to the municipal boundary and then north to Highway 17B. It is made up of the adjacent communities of Convent Glen, Orleans Wood, Orleans, Chatelaine and Queenswood Villages and part of Queenswood Heights. These communities are linked by geographic proximity as well as a strong natural boundary of Highway 17B. Many of the ward's residents are among the original residents of Orleans who live in the older and more established part of the Orleans community. The eastern half of Queenswood Heights has been included to ensure that the size of this ward is comparable with that of other regional wards. While some new growth is anticipated, Orleans North is unlikely to grow at the same rate as Orleans South.

Orleans South

The developments of Chapel Hill, Chateau Neuf, Queenswood and Fallingbrook make up this ward of approximately 37,500. It is the fastest growing area in the fastest growing community in Ontario. In addition to shared shopping, recreation, community and social services, residents of Orleans South also share natural geographic boundaries. The community is enclosed by the Greenbelt to the west and south and large tracts of farmland to the east, in rural Cumberland.

Carleton East

Traditional rural communities and more recent ex-urbanites in Osgoode, Cumberland and rural south Gloucester are ensured a strong political voice in the regional ward of Carleton East. Long-time rural residents of Osgoode and South Gloucester share common commercial and marketing services. While newer residents in country sub-divisions use the same north-south travel routes into the urban core of the region and share some shopping, recreation, social facilities and schools. The predominantly Francophone farming and village communities of rural Cumberland use common commercial routes and share business interests with their farming neighbours to the west. By contrast, the well established community of Blackburn Hamlet, is a self-contained urban island in the middle of the eastern Greenbelt. For numerical and geographical reasons, Blackburn Hamlet residents have been traditionally grouped with rural residents of South Gloucester in their local municipal political system. Carleton East's population of more than 36,000 is relatively stable, with a high proportion of home owners, which is typical of the region's rural areas.

In comparison, the West Urban Community, comprised of the Kanata-Stittsville Ward, is growing at a slightly slower rate. The reasons for this are not clear, but perhaps could be explained by greater distance from the region's central core and more expensive construction costs. The South Urban Community, part of which is included in the Nepean Cedarview and Carleton East wards, is by far the slowest growing of the communities due primarily to the lack of water and sewer services, as well as constraints in the RMOC offical plan.

Kanata-Stittsville

This regional ward with its population of almost 41,000 is characterized by the newness and

rapid growth of its communities. About one-third of residents have arrived in the area in the last 10 years and are grappling with problems and issues common to new suburban communities, such as sewer and water servicing, transportation, schooling and traffic pattern flows. The proximity of the communities of Kanata and Stittsville, separated by only a few kilometres of Greenbelt and farmland, provides a natural urban centre in the western Greenbelt. Daily interaction between residents is not insignificant. Kanata provides many shopping and recreation services as well as business employment opportunities in the area.

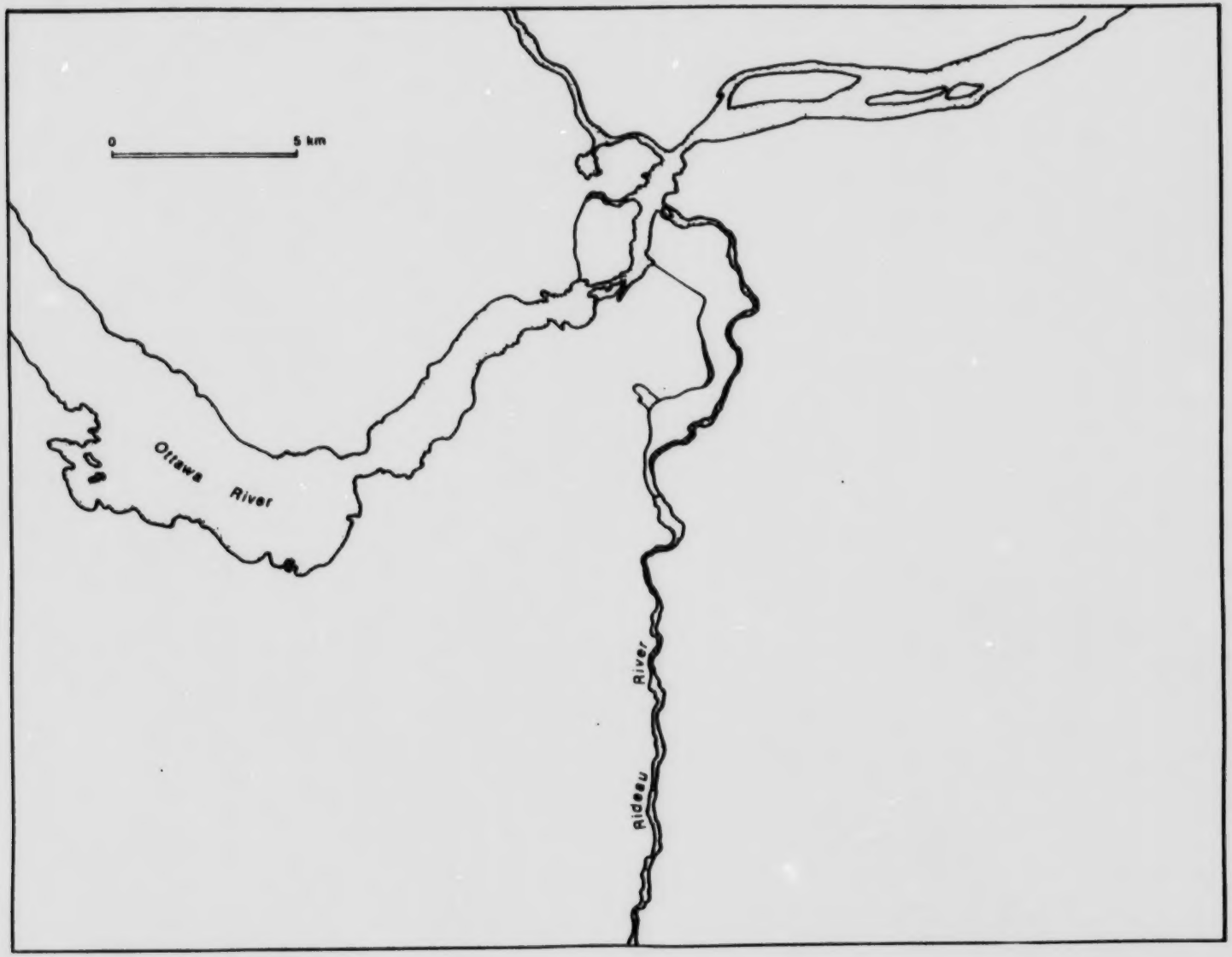
Western Townships

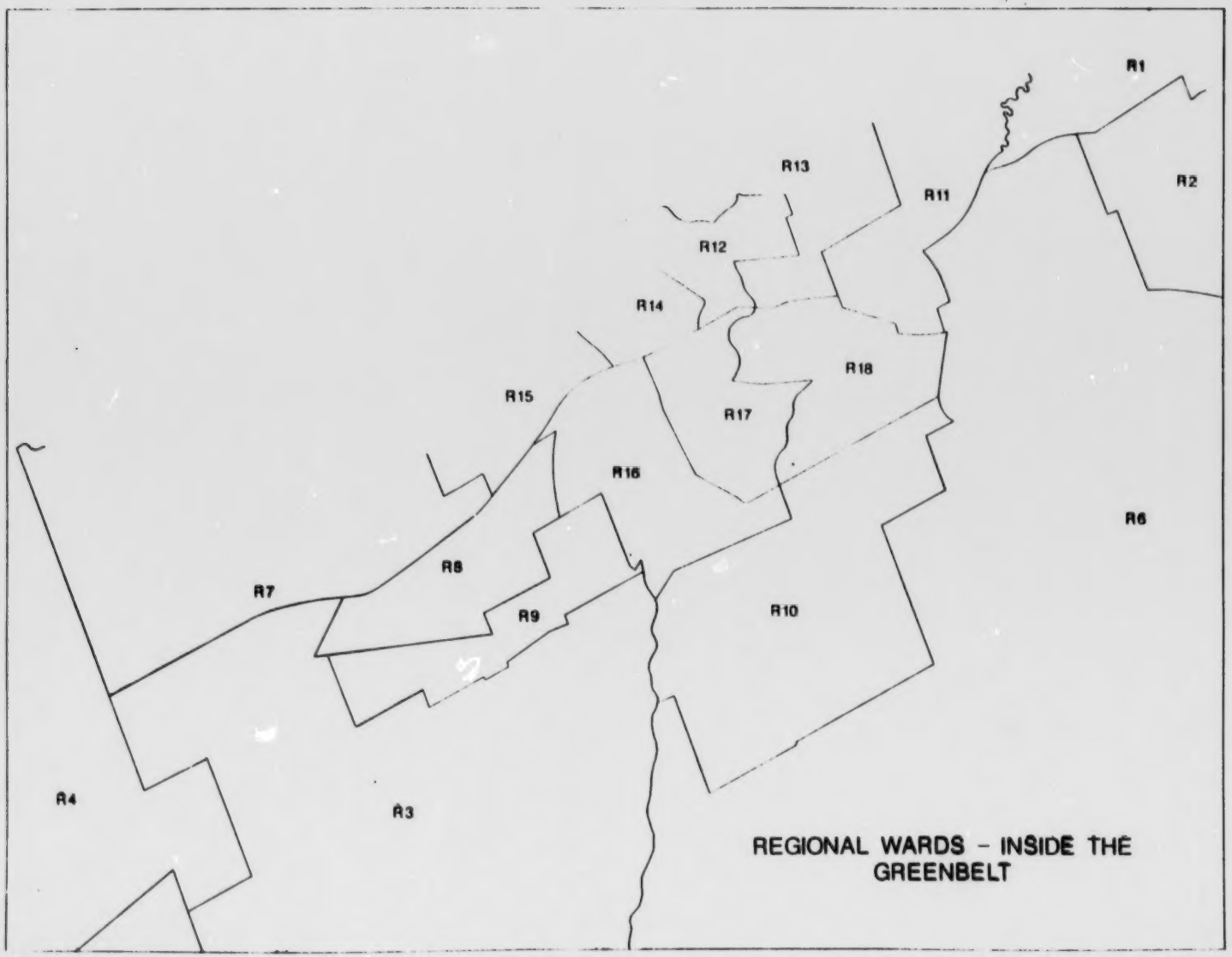
The Western Townships include the municipalities of West Carleton, Rideau and Goulbourn (with the exception of the Stittsville). It has a population of more than 31,500, which is roughly divided between the three townships making up the new regional ward. The anticipated growth of this regional ward is about 10% a year. There are strong rural ties between the traditional farming communities as well as cultural and linguistic links between long time residents of rural villages such as Richmond, Carp and North Gower. Local administrative and political officials face similar challenges of bridging the needs of traditional rural communities and the demands of fast growing "country estates" and new suburban subdivisions peppering the countryside.

Commuter and commercial traffic patterns generally flow north-south, providing not only shared transportation links but also commercial and social interaction for residents. On a final note, the homogeneity of this ward is remarkable. About 92% of residents are of Anglophone descent. This is the highest ratio of any single language group in any of the regional wards.

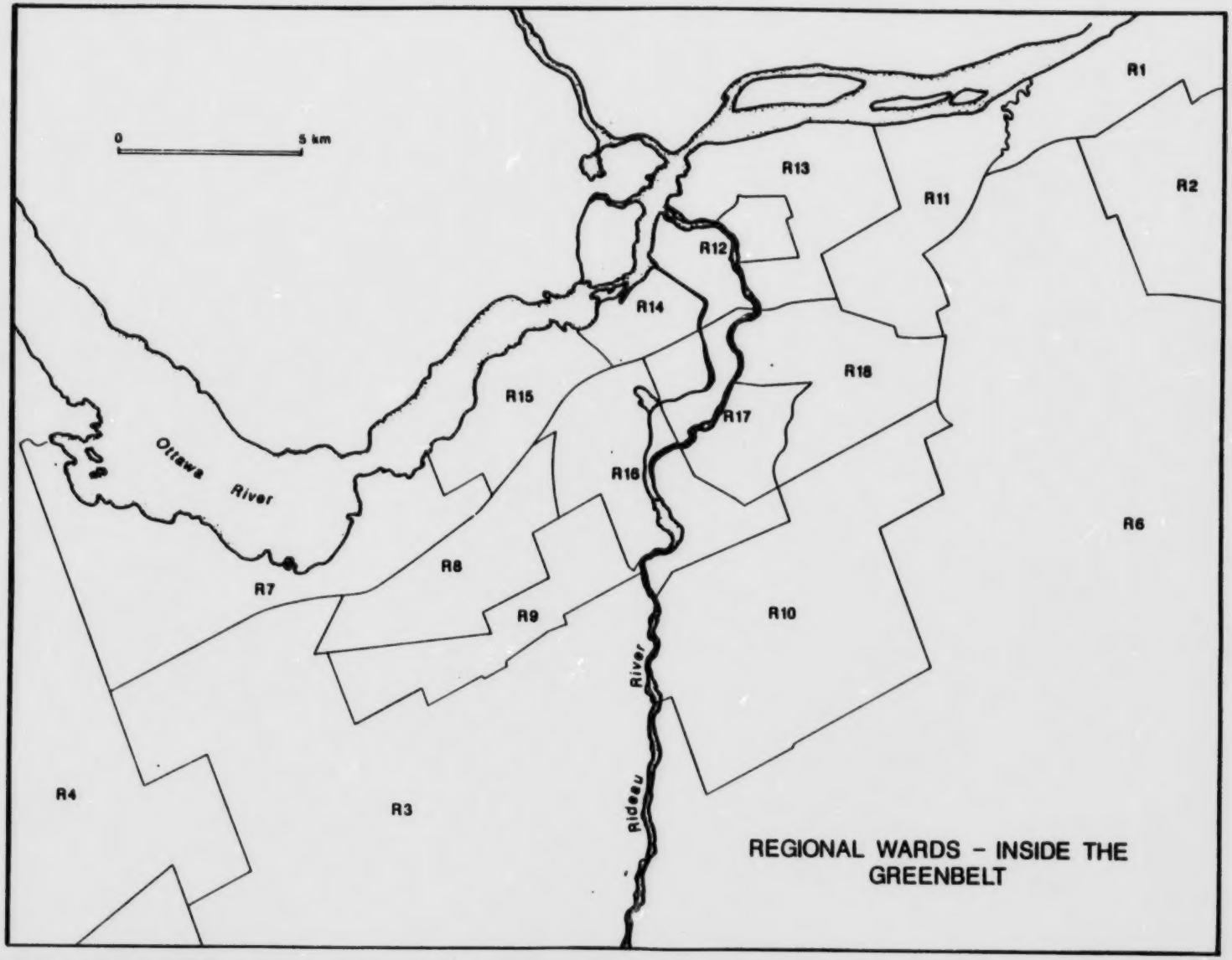
Nepean-Cedarview

The Rideau River on the southeast, the Ottawa River on the north and the Greenbelt create a natural boundary for much of this ward with a population of almost 36,000. While Nepean-Cedarview is made up of seemingly disparate urban and rural elements, they are communities that for practical and historic reasons have been traditionally linked in the municipal political system. The few remaining farmers in Nepean are grouped together along with the rapidly developing suburban centres of Bells Corners and Barrhaven. The latter is the fastest growing community in Nepean. It is also part of the region's targeted rapid growth area of the South Urban Community, an area of planned development that will eventually rival the east and west urban communities in size.


0
5 km
Ottawa River
Rideau River



REGIONAL WARDS - INSIDE THE GREENBELT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R15
R16
R17
R18
Ottawa River
Rideau River
REGIONAL WARDS - INSIDE THE GREENBELT

NAMES FOR REGIONAL WARDS

1. Orleans North
2. Orleans South
3. Nepean Cedarview
4. Kanata - Stittsville
5. Western Townships
6. Carleton East
7. Bay
8. Baseline
9. Merivale
10. Uplands
11. Ogilvie
12. Laurier
13. Rideau Falls
14. Parliament
15. Island Park
16. Prince of Wales
17. Whitton
18. St. Laurent

NAMES FOR LOCAL WARDS

OTTAWA

1. Deschenes
2. Queensway South
3. Hunt Club
4. Beechwood
5. By
6. Chaudiere
7. Champlain
8. Confederation
9. Lamira
10. Smyth

CUMBERLAND

1. Queenswood-Chatelaine
2. Charlemagne
3. Fallingbrook
4. Heritage

OSGOODE

1. Osgoode

NEPEAN

1. Crystal Beach
2. Centrepointe
3. Nepean-Bells Corners
4. Knoxdale
5. Meadowlands
6. Barrhaven

KANATA

1. Marchwood-Lakeside
2. Beaverbrook-Hazeldean
3. Katimavik-Glen Cairn
4. Bridlewood-Glen

GOULBOURN TOWNSHIP

1. Stittsville East
2. Stittsville West
3. Rural
4. Richmond

GLOUCESTER

1. Jeanne DArc North
2. Jeanne DArc South
3. Gloucester-Blackburn
4. Blossom Park
5. Cyrville
6. Beacon Hill

RIDEAU TOWNSHIP

1. Dickinson
2. Rideau Valley
3. Century
4. Rideau Forest

WEST CARLETON

1. Constance Bay
2. Fitzroy-Torbolton
3. West Huntley
4. East Huntley

REGIONAL WARDS INSIDE THE GREENBELT

Bay

Strong geographic and environmental ties link the communities in this ward that follows the Ottawa River, along the northern boundary of the region. Bay Ward, with its population of more than 38,000 residents, is delineated on the west by the Greenbelt, on the east by Woodroffe, Carling and Maitland avenues and on the south by the Queensway. The ward's east-west orientation reflects the commercial, recreation and travel patterns of its residents. Bay Ward encompasses the communities of Crystal Beach, Crystal Bay, Lakeview, Britannia and much of Richmond. These communities share joint concerns about Ottawa River water quality and east-west public transit corridors. More than 60% of the ward's population are tenants in high density dwellings, living alongside established communities of residents in single family homes. Bay Ward is unlikely to grow in size over the next 10 years, and demographic data shows population levels may decline slightly, reflecting population trends in the region's urban core.

Baseline

Natural centres of population, strong east-west geographic boundaries and issues of common interest such as public transit corridors and traffic concerns are key determinants of this ward.

Baseline Ward has a stable population of more than 42,000 and includes the communities of Queensway Terrace South and Bel-Air which are north of Baseline and the Nepean neighbourhoods of Centrepointe, Briargreen, Leslie Park, Valley Stream and Qualicum. The

ward's boundaries include the Greenbelt lands on the west, the Canadian National Railway tracks to the south, and Merivale Road to the east. Demographic data show that the population is evenly divided between home owners and tenants. Although English is the mother tongue of more than 80% of residents, more than 10% of residents have a mother tongue which is neither official language.

Merivale

Meadowlands, Baseline and Merivale roads shape Nepean's second regional ward. Again, this ward has a concentration of population in an easily defined natural geographic area bounded by the Greenbelt on the west and south, Fisher Avenue to the east and a natural northern boundary of the CN railway tracks. In pursuit of recreation, shopping, social and commuter travel, almost 40,500 residents in this ward share many common facilities and interests. More than 60% are home owners and as many as 14% of the population (one of the highest ratios in the region) have a mother tongue that is neither English or French.

Uplands

As its name suggests, this regional ward encompassing the adjacent communities of Blossom Park, Hunt Club, South Keys-Greenboro and Hunt Club Park is situated in a well-defined area surrounding the Ottawa International Airport. The Rideau River to the west, Walkley Road to the north, and the Greenbelt to the south and east make distinct geographic boundaries. This regional ward has been one of the fastest developing inside the Greenbelt, and therefore many residents share concerns common to new developments. Travel routes are generally north-south providing daily interaction, commercial, social, recreation, school and community links between the established and newer communities. Development is nearing

completion and Uplands' population of more than 42,000 is expected to stabilize in the near future. About 56% of residents are tenants. In regional wards east of the Rideau River the Francophone population becomes more prominent. Almost 15% of Uplands residents are of Francophone origin.

Ogilvie

Tradition, proximity and well-defined geographic boundaries link the communities of Rothwell Heights, Beacon Hill, Carson Grove, Cyrville and Pineview that make up Ogilvie Ward. The population of more than 31,500 is stable and shows a slight trend of decline. The communities are defined on the north by the Ottawa River, on the west by the major arterial of St. Laurent Boulevard and the municipal boundary between Ottawa and Gloucester, and on the south east by the Greenbelt. There is a significant Francophone population, over 30%, and residents are relatively evenly divided between owners and tenants. Residents share recreation, shopping, community, transportation and social services, as well as major east-west travel routes including Montreal and Ogilvie roads and the Queensway.

Laurier

Strong historic, cultural and linguistic ties unite the communities of Lowertown, Vanier and Sandy Hill. Laurier Ward has a dominant Francophone population of more than 50% ensuring a strong regional voice for this distinct community. Regional political representation reflects board of education, provincial and federal electoral districts which have grouped all, or part of these communities together. With more than 44,000 residents, this ward has the largest population of the regional wards. The need to respect the integrity of the Vanier and Lowertown communities in a regional ward, while still maintaining a reasonably sized

municipal ward explains why it is difficult to reduce the size of Laurier Ward. Natural boundaries, such as the Rideau Canal, the Ottawa River and the traditional political borders of Vanier, provide good geographic definitions, enhancing the distinctiveness of this ward.

Rideau Falls

Adjacent to Laurier is Rideau Falls Ward, another regional ward with many historic landmarks: Earnscliffe, the Governor General's residence, and 24 Sussex Drive, to name a few. This ward has an eclectic mix of residents from diverse socio-economic backgrounds that range from the affluent and secluded in the predominantly Anglophone Village of Rockcliffe Park to densely populated, high-rise apartments, along St. Laurent Boulevard in Overbrook-Forbes, where most residents are Francophone. Despite the apparent contradictions between the communities of Rockcliffe Park, Manor Park, Overbrook-Forbes and CFB Rockcliffe that make up this regional ward of almost 30,000, a community of interest does exist due to the long term political and geographic associations of these areas. Provincial, federal and board of education electoral districts have tended to group these communities together. Also, residents share neighbourhood stores as well as large regional shopping areas and major transit routes such as Montreal Road, Beechwood Avenue, St. Patrick Street and St. Laurent Boulevard.

The National Capital Commission owns significant amounts of land in this regional ward. Area residents have united on a number of occasions to oppose initiatives concerning NCC green space such as the Mile Circle, the closing of the Governor General's grounds to the public and the proposed extension of the Vanier Parkway through parkland in New Edinburgh.

Parliament

This regional ward, which also forms a new municipal ward, encompasses most of Dalhousie and Wellington districts. A unifying characteristic of residents in this area is the significantly high percentage who are neither of Anglophone or Francophone descent. It is home to Ottawa-Carleton's Asian and Italian communities, to name a few of the groups. This ward is also unique because it has the highest percentage of tenants (compared to homeowners) in the region, with almost 85% of residents renting accommodation. Cultural and linguistic diversity, as well as a real demand for social services, housing and public transportation are some of the shared concerns which create a community of interest among the 31,000 residents in this area.

Island Park

Once again definitive geographic boundaries, along with significant concentrations of population and neighbourhood communities of interest have determined the size and shape of Island Park Ward. It is defined on the east by CP Rail right-of-way, on the west by Woodroffe, Carling and Maitland avenues, on the south by the Queensway and the north by the Ottawa River. It is made up of adjacent communities, comprising the northern sections of Richmond, Queensboro and Elmdale. Based on many arguments made by private citizens and public officials during the Commission's public consultation process, I decided it was sensible to create wards with a strong east-west orientation to replace existing municipal wards which had been bisected by the Queensway. More than three-quarters of the 32,500 residents in this ward are of Anglophone descent. There is almost an even distribution between tenants and homeowners.

Prince of Wales

This ward includes distinct geographic features such as the Experimental Farm, Dow's Lake, Hogs Back Falls and Carleton University as well as parts of Elmdale, Alta Vista and Riverside. Geography and concentrations of population are the key determinants of this ward. Many residents share similar socio-economic and linguistic backgrounds, with the exception of a small pocket of high density housing in the north end. With a current population of more than 35,500, Prince of Wales is very close to the average size for a regional ward.

Whitton

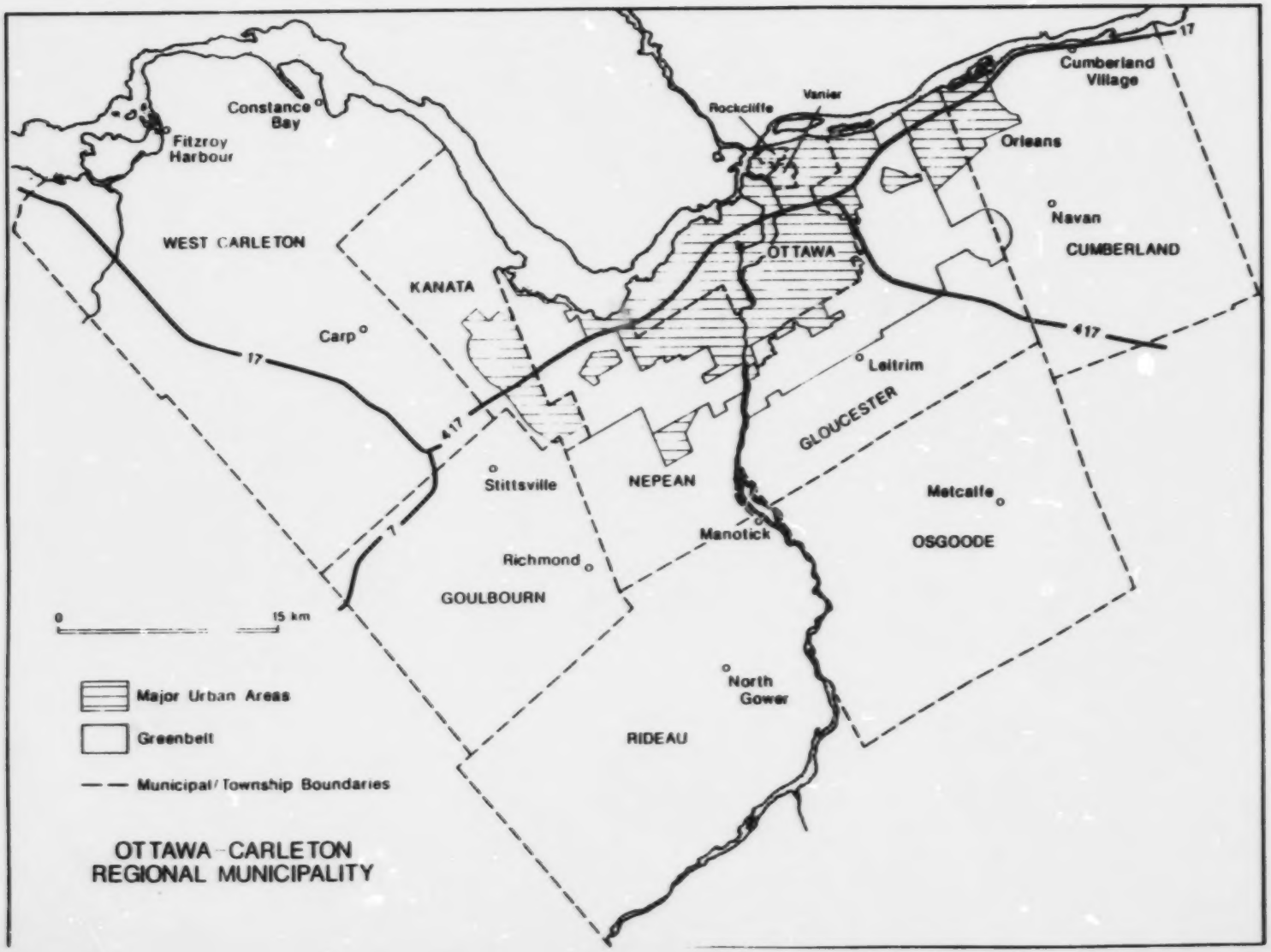
This regional ward of almost 34,000 residents is named after the colourful and dynamic first woman mayor of Ottawa, Charlotte Whitton, who lived much of her life on Renfrew Avenue in the Glebe. Whitton Ward includes the close-knit and activist communities of the Glebe, Ottawa South and the core of Alta Vista. Residents in these areas not only share social and political interests, they also frequent many of the same neighbourhood and regional shopping areas. This regional ward is made up of about 60% of residents who own their own homes, a relatively high ratio, compared with other districts in the region's urban core. Anglophones make up 75% of the population, Francophones 14% and residents of non-official language descent about 11%.

St Laurent

St. Laurent ward's boundaries include the Rideau River, Smyth Road, an NCC corridor extending from Smyth to Walkley Road on the west, Walkley Road on the south, the municipal boundary between Ottawa and Gloucester to the east and Highway 417 on the north. St. Laurent Boulevard is a prominent north-south route that almost bisects this ward.

St. Laurent ward contains a mix of residential housing in the communities of Canterbury and southeast Alta Vista as well as a number of industrial parks, hospitals, health complexes, commercial and business offices and Ottawa's train station. The industrial parkland areas include: Belfast-Industrial, Michael-Startop, Sheffield-Lancaster.

This ward has more than 36,000 residents as well as a substantial commercial and industrial sector. The latter share common concerns such as transportation and economic development issues; while residents have established communities of interest centred around other issues such as shared resources, libraries, shopping areas, recreational and health facilities. Almost two-thirds of the population are of Anglophone descent and about one-quarter are of Francophone origin. The population is stable and unlikely to increase since residential development is nearly complete in this ward.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Fitzroy Harbour
Rockcliffe
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Orleans
Navan
WEST CARLETON
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Stittsville
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Richmond
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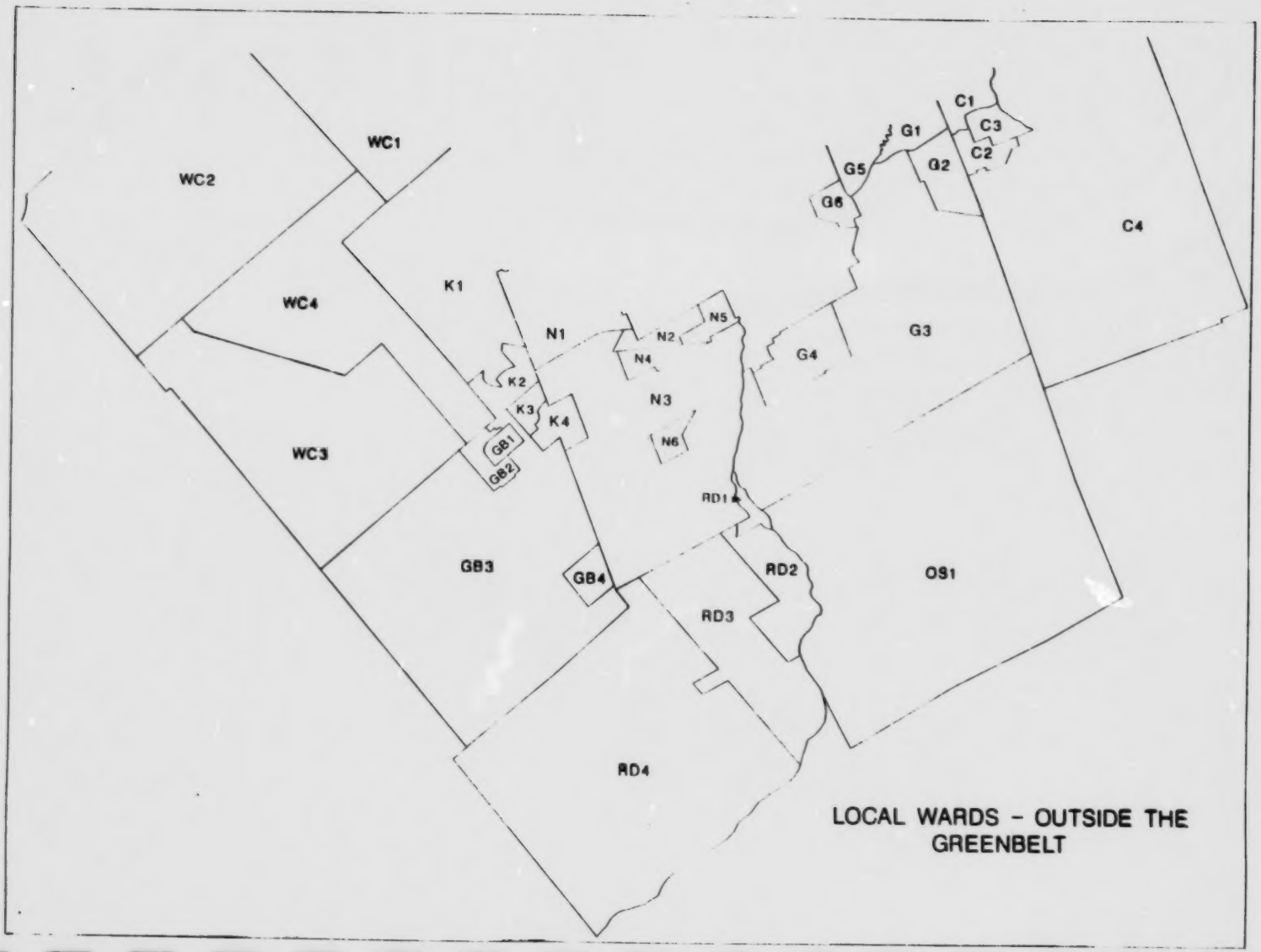
Major Urban Areas
Greenbelt
Municipal/Township Boundaries
OTTAWA-CARLETON
REGIONAL MUNICIPALITY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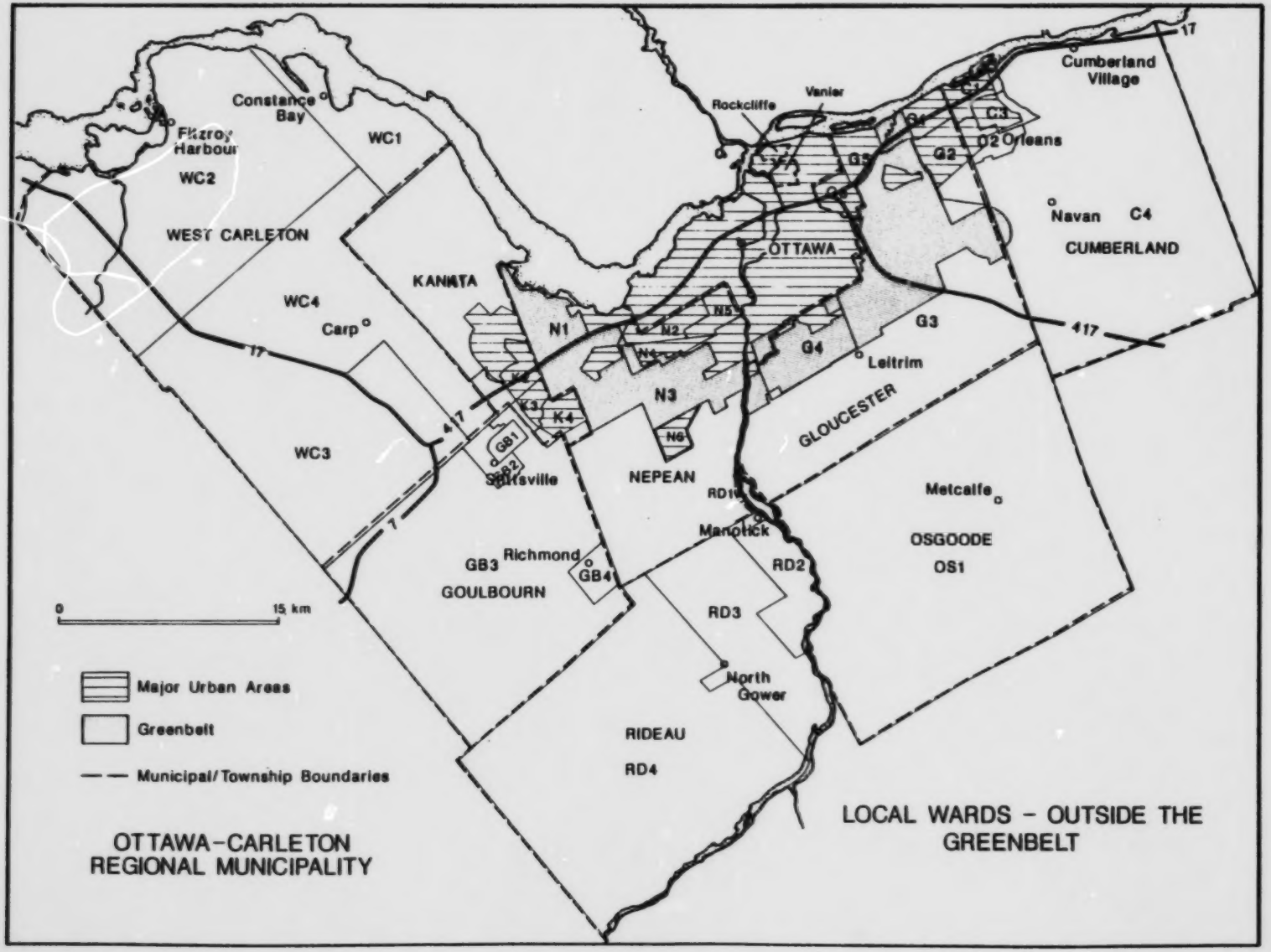
LOCAL WARDS - OUTSIDE THE GREENBELT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Fitzroy Harbour
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WEST CARLETON
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Carp
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N4
N5
N6
K3
K4
GB1
GB2
Stittsville
NEPEAN
OTTAWA
Rockcliffe
Vanier
C1
C2
C3
C4
G1
G2
G3
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G5
O2 Orleans
Navan
CUMBERLAND
Cumberland Village
Leitrim
GLOUCESTER
RD1
Manotick
Metcalfe
OSGOODE
OS1
RD2
RD3
North Gower
Richmond
GB3
GB4
GOULBOURN
RIDEAU
RD4
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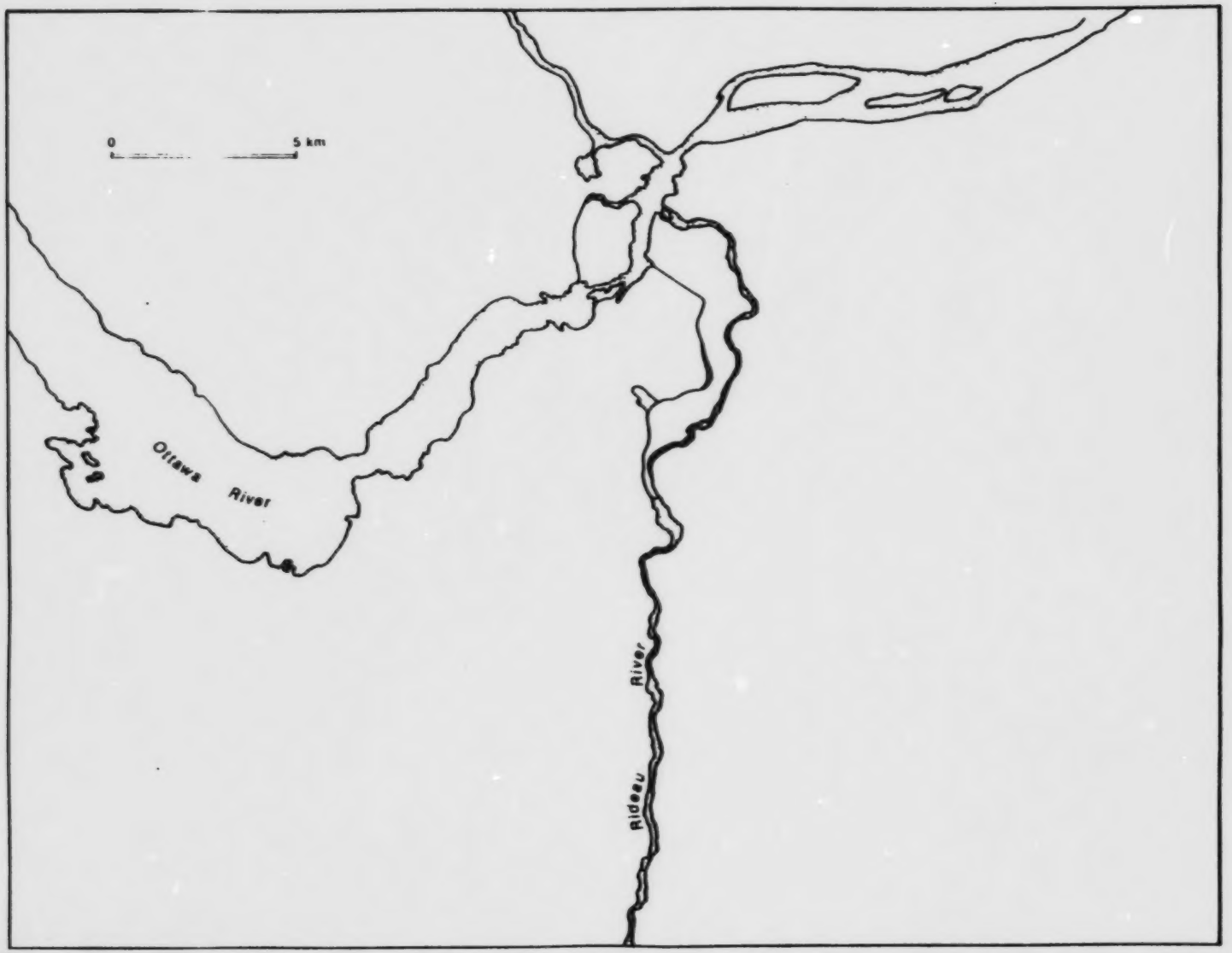
Major Urban Areas
Greenbelt
Municipal/Township Boundaries
OTTAWA-CARLETON
REGIONAL MUNICIPALITY
LOCAL WARDS - OUTSIDE THE
GREENBELT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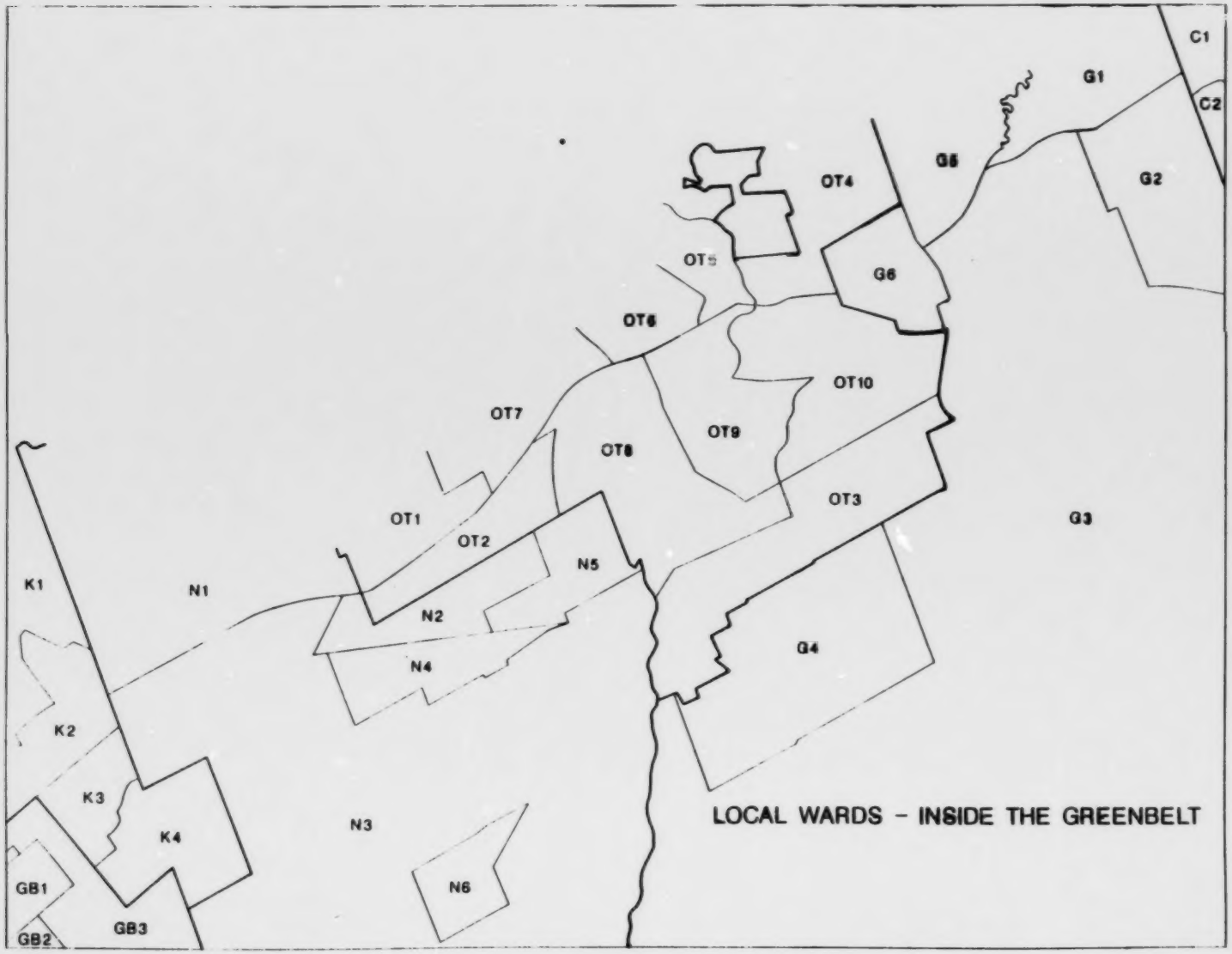
Rideau River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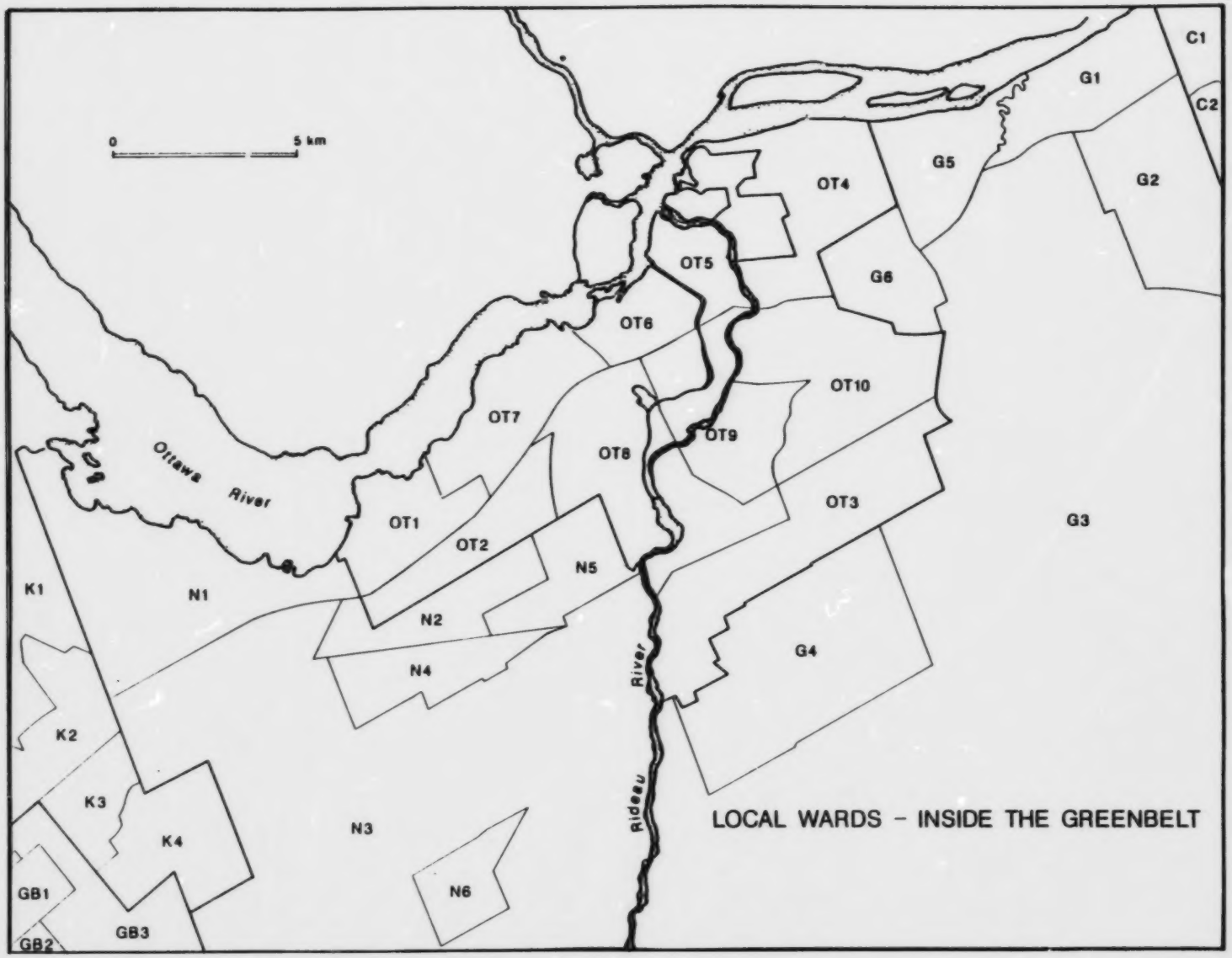
LOCAL WARDS - INSIDE THE GREENBELT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Ottawa River
Rideau River
LOCAL WARDS - INSIDE THE GREENBELT

NAMES FOR REGIONAL WARDS

1. Orleans North
2. Orleans South
3. Nepean Cedarview
4. Kanata - Stittsville
5. Western Townships
6. Carleton East
7. Bay
8. Baseline
9. Merivale
10. Uplands
11. Ogilvie
12. Laurier
13. Rideau Falls
14. Parliament
15. Island Park
16. Prince of Wales
17. Whitton
18. St. Laurent

NAMES FOR LOCAL WARDS

OTTAWA

1. Deschenes
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4. Beechwood
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6. Chaudiere
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9. Lamira
10. Smyth

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1. Queenswood-Chatelaine
2. Charlemagne
3. Fallingbrook
4. Heritage

OSGOODE

1. Osgoode

NEPEAN

1. Crystal Beach
2. Centrepointe
3. Nepean-Bells Corners
4. Knowdale
5. Meadowlands
6. Barrhaven

KANATA

1. Marchwood-Lakeside
2. Beaverbrook-Hazeldean
3. Katimavik-Glen Cairn
4. Bridlewood-Glen

GOULBOURN TOWNSHIP

1. Stittsville East
2. Stittsville West
3. Rural
4. Richmond

GLOUCESTER

1. Jeanne DArc North
2. Jeanne DArc South
3. Gloucester-Blackburn
4. Blossom Park
5. Cyrville
6. Beacon Hill

RIDEAU TOWNSHIP

1. Dickinson
2. Rideau Valley
3. Century
4. Rideau Forest

WEST CARLETON

1. Constance Bay
2. Fitzroy-Torbolton
3. West Huntley
4. East Huntley

V. LOCAL WARDS

The design of local wards for each of Ottawa-Carleton's 11 municipalities is closely linked to the design of the boundaries of the 18 regional wards I have proposed. There are a number of reasons for this. The approach I took was to design regional wards first, since the objective of my mandate was to create a system for the direct election of representatives to the upper tier government of the region. As a result, the criteria, principles and practical considerations that determined the location, population size and shape of regional wards also influenced the configuration of local wards. Therefore, it is only natural that municipal wards would be determined to some extent by regional wards, and not the other way round. In addition, there are a number of very specific considerations in my mandate that played a key role in determining how Ottawa-Carleton's municipal ward systems would be structured. These are explained below.

This first consideration is that my mandate stipulates, with good reason, that regional wards are not to split local wards. Splitting of local wards could create unnecessary complications in the administration of civic elections. Therefore, when it came to designing regional and local ward systems, I had to ensure that regional wards were made up of an entire local ward or wards.[5]

Second, I had to make sure that, unless there is very good justification otherwise, the local

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[5] The provincial and municipal enumeration process is organized on the basis of polls and wards which in turn are instrumental in the administration of civic elections by municipal clerks.

ward or wards which make up each regional ward do not vary by more than plus or minus 25% from the average ward size for that municipality. For example, take the Municipality of Gloucester which has a 1990 population of approximately 94,000. Each of Gloucester's six wards would have an average population of about 15,600. When the plus or minus 25% rule is applied, the allowable range of population for each Gloucester ward is greater than 11,700 and less than 19,500. Therefore, when creating regional wards, I had to ensure that those areas of the municipality which made up the regional ward, could also stand alone as a local ward or wards in the municipality. Let us look at an example. The regional ward of Uplands is made up of Ottawa ward Hunt Club and Gloucester ward Blossom Park. Uplands regional ward has a population of more than 42,000 comprised of about 28,400 people who live in Hunt Club and more than 13,500 people who live in the Gloucester ward of Blossom Park. Each of these local wards falls within the acceptable range of the average ward size in its respective municipality.

A final condition outlined in my terms of reference that determines the allowable number of wards as well as the size of each ward are the criteria for local council size. These criteria are based on a population formula determining the number of local representatives per municipality. My terms of reference stipulate that: Area councils shall be based on a formula that is representative of the population as set out below:

*	2000-19,999:	minimum of 5 members and a maximum of 7 members, including the head of council.
*	20,000-119,000	minimum of 5 members to a maximum of 9 members, including the head of council.
*	120,000-350,000	minimum of 7 members to a maximum of 12 members, including the head of council.

As you can see, the allowable number of councillors based on population has a wide range. In theory, then, Rockcliffe Park Village with its population of about 2,300 could have the same number of local councillors as the City of Nepean, a municipality of nearly 104,000 residents.

Limits on council size become a particular constraint in the design of local wards when applied in conjunction with the stipulation that I ensure that the total number of elected positions in Ottawa-Carleton does not increase as a result of the creation of new regional wards. Since the current number of elected officials in the region is 83 and 18 of these are new regional representatives and 11 are municipal mayors, that leaves 54 elected positions to be distributed among 11 municipalities. Given that five, including the mayor, is the smallest permitted council size, this means each of the 11 municipalities which subscribes to a ward system (there are three exceptions, Vanier, Osgoode and Rockcliffe Park) must have at least four wards, if one also adopts the principle of one representative per ward. In designing local wards and working within limitations of my mandate, I have attempted to redistribute the elected positions as equitably as possible. My decisions are primarily based on the respective size and projected growth of each municipality.

A number of municipalities, in anticipation of my Commission's work and the implementation of electoral reform in Ottawa-Carleton, chose to reduce the size of their own council voluntarily. In many cases, this was very helpful to me. However, there are a number of municipalities where local councillors decided not to reduce the size of their councils or restructure the municipal ward system. For these municipalities, I designed a

ward system based on the constraints, considerations and criteria outlined above.

Designing local wards and re-configuring local ward systems was in many respects the most challenging of my tasks. It became very clear during the course of my consultations that the impact of regional wards on the local political system is of the utmost concern to lower tier politicians, who tend to favour the status quo. It is also true to say that the need to respect existing local ward boundaries was not a significant concern for the public at large. In general, private citizens and representatives of community and special interest groups were primarily concerned with the need for equitable and accountable representation at the local level. An explanation of the rationale for the design of each municipality's ward system is given in the following section.

City of Ottawa

I am recommending 10 local wards in Ottawa. The city's 1990 population of more than 307,000 suggests that the average local ward size in the city should be 30,000 people. An appropriate range in size is from 22,500 to 37,500.

In Ottawa, local ward boundaries correspond to regional ward boundaries in seven of the ten local wards. The rationale for creating these wards, their geographic boundaries and demographic characteristics were described in some detail in the previous chapter and need not be repeated here. However, I suggest that these seven local wards be given distinctive names from their regional counterparts in order to foster a local identity at Ottawa City Hall. The local names for the local Ottawa wards which correspond to regional wards are found on Table One. This Table also gives a brief explanation of why these names were chosen for

these seven local Ottawa wards.

Table One
Ottawa Wards that Correspond to Regional Wards

Ottawa Ward	Origin of Local Ward Name	Regional Ward
Beechwood	prominent east-west arterial	Rideau Falls
By	named for Colonel By after whom a number of prominent landmarks and roadways in this ward are named, such as the Byward Market and Colonel By Drive	Laurier
Chaudière	Chaudière Falls, a prominent site in the Ottawa River	Parliament
Champlain	Named after the French Canadian explorer Champlain, after whom a number of prominent sites are named, such as the Champlain Bridge	Island Park
Confederation	Confederation Heights	Prince of Wales
Lamira	Lamira Billings, daughter of a prominent lumber baron in Ottawa. The Billings Estate is in this ward.	Whitton
Smyth	A major east-west route in this ward	St. Laurent

In addition to the seven Ottawa local wards which make up entire regional wards, there are three Ottawa wards that have not been described in some detail in the previous section of this report and need some further definition. As shown on the accompanying map, these are Deschênes, Queensway South, and Hunt Club wards. The first two wards are in the western part of Ottawa and share boundaries with the municipality of Nepean. As a result of geographic proximity and communities of interest, I have combined them with neighbouring

Nepean wards to form the regional wards of Bay and Baseline. Further south and to the east, Hunt Club, shares a boundary with the municipality of Gloucester. It is combined with an adjacent Gloucester ward to form the regional ward of Uplands.

I have suggested that the two additional west end local wards in the City of Ottawa be named Deschênes and Queensway South. As is the case with the other west end Ottawa wards, these two new Ottawa wards I have designed are structured along an east-west axis. I have shifted the orientation of wards in what we can call the north-west quadrant of the city to an east-west orientation to reflect traffic and communication patterns among residents who share shopping, recreation and educational resources. Residents are also unified around common interests such as the water quality of the Ottawa River and the location for the regional transit corridor and other issues.

On the extreme west is Deschênes (named for the substantial rapids in the Ottawa River off the north shore of this new ward) that encompasses most of the well-established communities of Britannia and Richmond. Like its neighbours to the east, Champlain and Chaudière wards, Deschênes has distinct boundaries defined by the Ottawa River on the north and the Queensway on the south. Just to the south is Queensway South Ward whose northern boundary is defined by the Queensway and whose southern border is the Ottawa-Nepean municipal boundary and Baseline Road. The municipal boundary between Ottawa and Nepean is also the western boundary for both these wards. The eastern boundary for Deschênes is Woodroffe, Carling and Maitland avenues and the eastern boundary for Queensway South is Merivale Road.

These wards are similar in terms of population size, socio-economic characteristics and the linguistic and cultural background of residents. Deschênes has a population of about 23,500, while Queensway South has a population of almost 25,000. More than 80% of residents in each ward are of Anglophone descent while 11% of residents come from backgrounds that are neither English or French. In Deschênes only 38% of residents own their own homes compared with 46% of residents in Queensway South.

Hunt Club Ward has been and will continue to be the fastest growing ward in Ottawa. It currently has a population of almost 28,500 and includes most of the communities of Hunt Club, South Keys- Greenboro and Hunt Club Park. More than 50% of residents own their own homes, which is one of the highest ratios among city wards. Growth is expected to continue in this ward, but at not quite the same rate. Clear boundaries define Hunt Club Ward. The CN Railway corridor and Walkley Road form the main northern boundary; while, the municipal boundary between Ottawa and Gloucester defines the south and eastern borders of this ward.

City of Gloucester

The majority of Gloucester's 94,000 residents are grouped in distinct urban pockets in the north west, north east and south west corners of the municipality. With the exception of Blackburn Hamlet, an urban community in the middle of the Greenbelt, the remainder of Gloucester's population is scattered throughout sparsely populated rural areas in the southern part of the municipality.

Recently, Gloucester council revised its local ward system to correct substantial variations

in ward size and implement a one member per ward principle of political representation. To the extent that my guiding principles for creating regional wards and my terms of reference permit, I have tried to follow the outline of Gloucester's proposed six ward system. The six local wards I am recommending largely reflect the improvements and the genuine communities of interest articulated in Gloucester council's own re-design of its political system.

My main goal in designing a six ward system for Gloucester is to correct the unevenness in ward sizes that had necessitated up to three representatives per ward in Gloucester. Under the proposed system, Gloucester would have a seven-member council and an average ward size of about 15,600. The permissable range of plus or minus 25% is 11,700 to 19,500. The wards described below fall within this range. The largest ward is Beacon Hill with a population of more than 18,800 and the smallest ward is Cyrville-Pineview with a population of more than 12,500. As we shall see, most of the wards also reflect socio-economic communities of interest. In two wards, Beacon Hill and Gloucester-Blackburn, where there are significant differences between the communities in terms of demographic or socio-cultural factors, there is something of a tradition of political association.

Gloucester and neighbouring Cumberland have the highest concentration of Francophones of the 11 municipalities in the region. Within Gloucester, the local wards of Jeanne D'Arc South and Cyrville-Pineview have the highest percentage of people of Francophone descent at almost 45 and 35%, respectively. Blossom Park and Gloucester-Blackburn have the lowest Francophone poopulation at less than 20%.

I have created two local wards in the rapidly growing East Urban Community, also known as Orleans. Old Highway 17B is the dividing line between these wards of Jeanne D'Arc Nord and Jeanne D'Arc South. The first, has a population of about 17,400 and the latter a population of 18,300. In each, the ratio of owners to renters is high -- almost 90% in the case of Jeanne D'Arc South. The municipal boundaries of Gloucester and Cumberland define the eastern boundaries of these wards; while the Greenbelt makes up the southern and western boundaries.

A few kilometres to the west, is the traditional and well-established community of Blackburn Hamlet which makes up part of a third local ward, Gloucester-Blackburn. Although geographic proximity and community interaction between Blackburn Hamlet and Orleans residents suggests a strong argument to include the Blackburn Hamlet with Orleans' wards to the east, the size and the rate of growth of the Orleans' population would not permit this. As result, Blackburn Hamlet residents are grouped with their rural neighbours in southern Gloucester. This political association is not new. Up to the 1988 civic elections, Blackburn Hamlet and rural Gloucester residents have shared a local representative on city council. Gloucester-Blackburn has a population of more than 15,500, which is not likely to change substantially in the coming years.

Across the Greenbelt to the west are the wards of Beacon Hill and Cyrville-Pineview. The former has more than 18,800 residents which we already noted is the largest population of any Gloucester ward; however, development in the communities of Beacon Hill North, Beacon Hill South, Rothwell and Cardinal Heights is virtually complete. The same is true for the adjacent ward of Cyrville-Pineview, whose residents are separated from their neighbours to

the northeast by Blair Road. These wards are bounded on the east by the Greenbelt and on the west by the Ottawa-Gloucester municipal boundary.

To the extreme south, encircling Ottawa International Airport and isolated from the rest of the municipality is Gloucester's sixth ward, Blossom Park. The more than 13,500 residents here have more in common with their Ottawa neighbours when it comes to sharing shopping, commercial, educational and recreation resources; they also have joint concerns over community issues such as airport expansion and transportation routes. Geography and the north-south direction of major transportation routes dictates the strong association between Gloucester residents in Blossom Park and nearby residents in Ottawa. In contrast with the rest of the municipality, the ratio of home owners to renters is 35 to 65% which is the lowest in Gloucester.

City of Nepean

Nepean's 104,000 residents live in four distinct urban areas that vary in size as well as in rate and stage of development. These centres of population are located: north of Corkstown Road on the edge of the Ottawa River; south of Baseline Road, east of Cedarview and west of the Rideau River; in Bells Corners; and, in the rapidly growing community of Barrhaven, in the middle of the Greenbelt. The rest of the municipality's population is distributed throughout less densely populated rural areas in the southern sections of Nepean.

In Nepean, it seems that geographic locations plays a strong role in determining communities of interest. This factor, combined with the principles of representation by population and one elected representative per ward are the key factors that prompt me to recommend the

creation of six local Nepean wards. The natural geographic distribution of population determined the shape, size and location of each of these wards.

According to provincial criteria for local council size, Nepean is entitled to anywhere from a five to a nine-member council. Having six wards and a seven-member council (including the head of council) would give Nepean an average ward size of more than 17,200, and an ideal population range for each ward of approximately 12,900 to 21,500. This population range is only slightly higher than Gloucester's, the only other municipality of comparable size in the region. Major development in Nepean is almost complete with the exception of the Barrhaven and Centrepointe communities. Barrhaven is part of the South Urban community, an area of planned development in the RMOC.

Of Nepean's six wards, four are grouped in combinations of two to make two regional wards that exclusively represent this municipality. Knoxdale Ward with its population of approximately 19,300 and Meadowlands Ward which has a population of more than 21,000, are in Nepean's urban core and combine to form the regional ward of Merivale. A detailed discussion of linguistic and cultural links as well as communities of interest in these local wards is given in the previous section. Similar details on the individual characteristics of the local wards of Nepean-Bells Corners (population approximately 16,500) and Barrhaven Ward (population of more than 19,000) are provided in the description of the regional ward Nepean-Cedarview. A discussion of the two remaining wards of Crystal Beach and Centrepointe completes our discussion of the six recommended new local wards for Nepean.

Crystal Beach with its population of almost 11,000 is the municipality's smallest ward in

terms of population. Although it is slightly smaller than the ideal size, the geographical isolation of its communities limited my design options. This ward is bounded on the north by the Ottawa River and on the south by the Queensway, a very strong determining boundary running through the region. The socioeconomic background of residents is varied ranging from those living in single-family homes in older, well-established communities, to the high rise dense apartment dwellings near Bayshore Shopping Centre. Despite these variations, shared resources and long-time political association provide a community of interest between residents. Only a little more than one-third of residents own their own homes in Crystal Beach compared with almost 60% of residents who are home owners in Centrepointe Ward.

Centrepointe has a population of more than 17,000, and, as its name suggests, includes the municipality's town centre, literally and figuratively. Along with Barrhaven it is one of the few remaining areas of planned development left in Nepean. This ward is typical of other Nepean wards in terms of its cultural and linguistic make up. Eighty five per cent of residents are of Anglophone descent, while only 5% are of Francophone origin. Centrepointe is comprised of several communities (Centrepointe, Briargreen, Leslie Park, Valley Stream and Qualicum, to name a few), that share many resources from neighbourhood shopping areas to schools. The Queensway forms a strong northern boundary as does Baseline Road on the south and Merivale Road on the east.

City of Kanata

Kanata councillors and representatives of community associations would prefer to maintain the status quo of a seven-member council and five local wards, with one representative

running at large. While I am sympathetic to their concerns, I am recommending that Kanata should have a five-member council and four local wards. As in the case of Rideau, the requirement that there be no increase in the total number of local political representatives as a result of creating the new regional council seats, and my desire to maintain the principle of one representative per ward propelled me in this direction.

Although it was not their first choice, Kanata councillors and community association representatives have acknowledged that a five-member council and four local wards is a workable option for the municipality. The ward design I am recommending was outlined as one of several scenarios prepared by Kanata officials. I chose this option over the other four ward options because it provides the fairest distribution of population among the wards. With this notion mind, it is important to note that current population discrepancies in the wards that I am recommending will be reduced over time since the smallest wards also have the greatest potential for growth.

The ward of Marchwood-Lakeside is designed to include the communities of Rural March, South March, Marchwood-Lakeside and the Kanata North Business Park. Its current population is about 5,000; however this ward is projected to grow at a very fast rate. Beaverbrook-Hazeldean, as its name suggests, includes the community of Beaverbrook and the north half of Katimavik-Hazeldean (split at Kakulu Road). Development is virtually complete in this ward of 10,000 people. Katimavik-Glen Cairn, is another ward, where the community is older and more established. This ward of almost 12,000 includes the north half of Glen Cairn, split at Abbeyhill, Castlefrank South to Terry Fox. The fourth ward is Bridlewood-Glen, which includes the south half of Glen Cairn and all of Bridlewood. There

is still some development planned for this ward of approximately 8,000.

Kanata's current population is about 34,000. Over the next 10 years it is expected to grow substantially. Most of the anticipated growth is expected to take place in those wards with smaller populations and thereby even out some of the current imbalances.

Township of Cumberland

Cumberland is situated on the eastern edge of the Regional Municipality of Ottawa-Carleton. Members of Cumberland council recently agreed to reduce the size of their council from seven to five members and re-structure the municipality's antiquated ward system to reflect the rapid growth in the urban population. Three-quarters of Cumberland's almost 36,000 residents live in Orleans, the urban core of the East Urban Community.

I have chosen to create four wards in Cumberland, three in the urban centre of Orleans, and one to represent the traditional farming community and rural villages. The ward structure I have chosen provides four wards of relatively equal populations. It reassembles one of ten proposals for local wards drafted by the municipality's administrative officials. I chose this option because it not only provides for a fairly even distribution of the existing population but it also increases representation for Cumberland's urban areas which is long overdue. The structure of the wards is as follows.

Ward I or Queenswood-Chatelaine has a population of about 8,300. It includes the urban area known as Queenswood and Chatelaine villages (north of Highway 17B) and part of Queenswood Heights, north of Amiens Street and west of the 10th Line Road.

Ward II, which I have named Charlemagne Ward, after one of the main roads in the area, includes most of the Queenswood Heights community and southern parts of the urban expansion area. It is bounded on the north by Amiens Street; on the west by the Cumberland-Gloucester municipal boundary; on the south by the southern limits of Cumberland's zone of urban expansion. Charlemagne's eastern boundary is complex and includes: the east end of urban expansion up to Innes Road; south by Innes Road up to Orchardview; east by Orchardview up to Charlemagne Boulevard, north along Charlemagne Boulevard to the 10th Line and east to the centre line of 10th Line Road. Charlemagne has a population of more than 9,600.

East of Charlemagne is Fallingbrook Ward. It has a population of more than 9,200 and encompasses the urban area east of the 10th Line Road. Charlemagne and Fallingbrook wards contain some of the newest development in the area. Resident community associations are very active, sharing issues of common interest related to new and fast growing developments.

In contrast with these communities, Heritage Ward comprises a much more traditional community of farmers and residents who have lived in rural villages for a long time. Heritage Ward, as its name suggests, includes all of Cumberland's rural area and the villages of Navan, Cumberland Vars, Sarsfield and Notre Dame des Champs. The population of Heritage Ward, greater than 8,300, is probably the most stable of any Cumberland ward: Heritage Ward is almost 50 percent Francophone, the highest ratio of any of Cumberland's wards.

Each of Cumberland's wards fit into the acceptable population range of ward sizes for the municipality. The average size of each Cumberland ward is 9,000 with a population range of 6,750 to 11,250. Charlemagne and Fallingbrook Wards are combined with Gloucester wards to form the regional ward of Orleans South. Queenswood-Chatelaine together with Gloucester's Jeanne D'Arc North to form the regional ward of Orleans North.

Township of Goulbourn

Three years ago Goulbourn council undertook an extensive review of its local ward system. As a result, it reduced its council from nine to five members and established four new wards for the township. However, as a result of rapid development in Stittsville, a second councillor was added to the Stittsville ward to bring the present council up to six members.

I am recommending that Goulbourn return to a five-person council consisting of one representative for each of four new wards plus the mayor. Goulbourn has more than 14,600 residents, which makes it one of the largest of the rural municipalities in terms of population size. Under the system I have proposed, Goulbourn's population is relatively evenly distributed among each of the four new wards.

I have divided Stittsville, which has a population of almost 7,500 (this is twice as large as any other ward in the township), into two wards -- Stittsville East and Stittsville West. Stittsville East, has a population of little more than 3,600, and includes the area east of Highway 5, between Crawford and Hazeldean roads. Stittsville West includes the area to the south as far as Fernbank Road, and to the west and northern boundaries of the community. It has a population of about 3,800. The third ward remains unchanged under the new system

and includes exactly the same boundaries as the former Goulbourn Ward 3. The new name for this ward is Richmond Ward. It has a population of more than 3,200.

A fourth ward which I have called Rural Ward comprises all the rural areas of Goulbourn that were formerly in Ward I and Ward 4. Rural ward has a population of a little more than 4,000 and is unlikely to grow at the rate as Stittsville and Richmond. All of the townships rural residents who share common interests and concerns are now grouped together and assured of their own representative on local council.

Township of West Carleton

The Township of West Carleton is the largest in the region in terms of geographic size. It has a current population of more than 13,500. Recently, West Carleton council members agreed that the size of their council should be reduced from seven to five members. However, West Carleton council remained undecided as to how to restructure their current ward system which is based on two representatives for each of three wards. West Carleton's ward system reflects the boundaries of three townships that were combined in 1974 to form the present municipality.

In order to achieve a system of local representation which allows for the even distribution of West Carleton's population among its wards and which adheres to the principle of one representative per ward, I have had to create four new wards. These wards are also structured to accommodate existing communities of interest among the township's residents.

Constance Bay Ward has a population of about 3,300. Its boundaries include the Ottawa

River on the north and east, the township's municipal boundary on the south and Dunrobin on the west. The major community here is Constance Bay and its surrounding new developments. Fitzroy-Torbolton Ward shares its eastern boundaries with Constance Bay Ward. This ward has a population of over 3,800 and includes the established community of Fitzroy Harbour and new country-estate developments in the northern part of township bordering the Ottawa River. Its boundaries are Granger Park, Grants, Bairds, Needham and Vances side roads on the south; its western boundary is West Carleton's western municipal boundary and the Ottawa River is on the north. To the south are two new wards: West and East Huntley. Highway 17 divides these wards which consist of almost 3,000 residents in West Huntley and East Huntley. The township's municipal boundaries ring these wards on the east, south and west.

Township of Rideau

In contrast with a number of municipalities in the region, Rideau Township council decided not to respond to initiatives for regional government reform by re-organizing its ward system or reducing its council from seven to five members. Existence of a ward system is viewed as very important in Rideau because of the need to balance the interests of its ex-urbanite and traditional rural communities. I agree with this notion that wards are important in Rideau. However, I am recommending the local system of representation in Rideau be changed to allow for a five member council with one representative per ward. Given my constraint of a zero-sum increase in local representatives in Ottawa-Carleton, it is not possible to allow Rideau Township, which has a population of almost 11,000, a council that is larger than that of other municipalities which have three times the population. Second, for reasons I have already discussed, it is important to implement a local ward system which allows one

representative per ward. For these reasons, I have created four new wards in Rideau.

Dickinson Ward, named for the historic Dickinson family that lived in the township, is centred around the rapidly expanding community of Manotick. Dickinson Ward has a population of about 2,500. It includes the entire community of Manotick. Rideau Valley Ward also has a population of about 2,500 and encompasses the area west and south of Dickinson Ward to Lockhead Road. The western boundary of Rideau Valley Ward is the Second Line Road up to Phelan Road, east along Phelan Road and then north along the First Line Road to Rideau Township's northern boundary with Nepean. Adjacent is Century Ward, which includes the entire village of North Gower and all the area between the Fourth Line Road and the western boundaries of Rideau Valley Ward which are the second and first line roads. Century Ward has a population of more than 2,700. The fourth ward is Rideau Forest Ward which encompasses the entire area west of the Village of North Gower and the Fourth Line Road. It is the largest ward in terms of geography and population of more than 3,200 residents; however, it is unlikely to experience the same pressures of development as Dickinson and Rideau Valley Wards.

Under the proposed four ward system, the diverse lifestyles and interests of rapidly expanding and newer communities and traditional village and rural interests are grouped together in wards which have their own local representative.

Village of Rockcliffe Park, City of Vanier and Township of Osgoode

I have not had to re-design local wards for Rockcliffe, Vanier and Osgoode because these municipalities do not have local wards. It has been a political tradition for some time for

local representatives to run at-large in Rockcliffe and Osgoode. I sensed no local impetus for change in either municipality and see no need to create wards at this time. However, as Osgoode Township grows some local ward system may well be advisable. A few months ago, in response to impending local government reform, City of Vanier councillors voted to reduce the size of their council from seven to five members and eliminate the ward system in their municipality of about 18,300. I agree with this approach because of the very small geographic size of Vanier.

VI. IMPLEMENTATION OF THE NEW SYSTEM

In the course of my consultations, a number of questions were raised about how and when the new system of election should be introduced. There were also uncertainties about what effect changes to the electoral system for the RMOC would have on Ottawa-Carleton regional politics. These concerns, which are perfectly understandable, were most often voiced by local politicians and administrators. The adage "Better the devil you know..." likely applies in this case. These are, after all, the people working in the present system. However, even among those members of the public who expressed strong dissatisfaction with the current system of election for regional council, there were a number of unanswered questions about how any new approach would actually work.

I think that it is important to confront as many of these uncertainties as possible. Many of them can be dealt with in a sensible way sooner, rather than later in the day. Others can not be resolved immediately. Nonetheless, if we recognize that these latter issues will likely become important down the road, the shock element will be reduced and balanced thinking can have an opportunity to prevail in their resolution.

The following issues relate to implementing the new system attracted my attention during the Commission's work.

- **Timing**

Perhaps the most frequently asked question was whether or not any changes in the system

of elections in Ottawa-Carleton could be implemented in time for the November 1991 local elections. Municipal clerks, who take the lead role in running local elections are concerned that new ward boundaries be established in time for them to organize voting polls and work with the Ministry of Revenue to iron out any kinks in the municipal enumeration process. Political incumbents and potential candidates want to know the lay of the land in terms of electoral boundaries so that they can decide where to stand for office. Local Boards of Education are concerned that any changes in ward boundaries at the municipal level be announced in time to permit them to make any necessary adjustments in school board electoral zones. In many instances, school board electoral zones are designed to follow municipal and local ward boundaries. By no means less important, the public in Ottawa-Carleton are wondering whether they will have to live with the status quo for another three years or whether the current system of election will be reformed.

IT IS FEASIBLE TO CHANGE THE SYSTEM OF ELECTION IN OTTAWA-CARLETON FOR THE 1991 ELECTION AND I RECOMMEND THAT THIS BE DONE.

I think that it is extremely important that the pall of uncertainty that is affecting all of the interests involved in Ottawa-Carleton be eliminated. Furthermore, the level of public dissatisfaction with the lack of accountability of regional government in its present form compels reform sooner rather than later.

Not only is immediate change advisable; it is also feasible. The provincial Ministry of Revenue will begin enumeration for the 1991 local elections in the spring of 1991 and a

preliminary list of voters will be completed by the end of August. As in past enumerations, this schedule is intended to give local clerks time to organize the election. The preliminary list of voters will indicate to local clerks where voting polls must be established to accommodate the new regional and local ward boundaries. However, clerks may, if they wish, begin the election planning process before the results of the 1991 enumeration are in. Data which are now available from the Ministry of Revenue have enabled me to determine the population of the regional and local wards that I have recommended based on 1990 population figures. I assume that the same information will be made available to the clerk of each municipality in the region so that he/she may begin the process of defining polls and avoid a total last minute rush.

Having said that changes should be made for the 1991 election, I urge the Minister to determine what changes will be made and announce them as quickly as possible

- **The Role of the Regional Clerk and Local Clerks in Running the New Regional Election**

The change to a system of directly elected regional councillors means that, for the first time, the Clerk of the Regional Municipality of Ottawa-Carleton will have a direct role to play in the municipal election process. Traditionally, the clerks of the 11 local municipalities have run the elections for local and regional council members from their respective jurisdictions.

During my consultations with senior administrative officials from the area municipalities, it became evident that there was some ambiguity in their minds about what would be the respective responsibilities of the regional clerk and the local clerk under a system of direct regional election. This uncertainty seemed especially acute if regional ward boundaries were

to cross municipal boundaries. It is evident that my recommendations propose that this occur in a number of the new regional wards. As a result, I think that it is important for me to state in very basic terms, how I see administration of the election working.

First, let me indicate that running elections which cross local ward boundaries and municipal boundaries is not a new experience for the municipal clerks in Ottawa-Carleton. They have many years experience organizing elections on behalf of the region's school boards, some of whose electoral zones work in this way.

I RECOMMEND THAT THE LOCAL CLERKS CONTINUE TO TAKE A LEAD ROLE IN RUNNING THE ELECTIONS FOR REGIONAL COUNCIL. A SPECIFIC ROLE FOR THE REGIONAL CLERK SHOULD ALSO BE ESTABLISHED

It would be inappropriate to reinvent a regional election process which duplicates the efforts in local municipalities. There is, however, a formal role for the Clerk of the RMOC. Basically, that office should act as the "office of record" for nominations and results in the regional elections.

Those standing for a regional council seat should file their nomination papers with the Clerk of the RMOC. In turn, the regional clerk should liaise with the appropriate local clerks to obtain the list of polls which pertain to each regional ward and provide that information to candidates. The RMOC should be responsible for printing ballots for the regional election and distributing them to local clerks.

On election day, returning officers in each of the 11 local municipalities should tally the results of voting for regional seats for those regional wards or parts of regional wards which are in their jurisdiction. Those results should be forwarded to the regional clerk to make the necessary final tallies (in the case of regional wards that cross local boundaries) and announce the results. Final disclosures concerning the financing of regional election campaigns should also be filed with the regional clerk. I think that this approach to the organization of the regional election quite clearly defines the respective roles of the regional and local clerks.

People who have participated in municipal elections know that there is a tradition for municipal halls to become gathering places on election night, as candidates and supporters await results. By assigning a formal role to the Clerk of the RMOC in the election process, the possibility arises for a similar phenomenon to occur at regional headquarters on election night. I for one would see this as a positive development which would reflect the importance of regional elections and the vitality of the regional election system.

* **Double Candidacy**

Under the new electoral system, there will be separate campaigns for local and regional council seats. The rationale for this change has been extensively discussed in the Bartlett Report and in the second section of this report. The question has arisen, however, if it would be possible for an individual to run simultaneously for both a local and a regional council seat. In my view, this would be inconsistent with the entire philosophy behind the proposed electoral reforms in Ottawa-Carleton. Moreover, there was no evidence from my consultations that people see double candidacy as desirable. It may be, however, that explicit

steps will have to be taken to ensure that the new approach to political accountability in Ottawa-Carleton is not subverted.

I RECOMMEND THAT AMENDMENTS TO THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON ACT SPECIFICALLY PRECLUDE THE POSSIBILITY OF A CANDIDATE RUNNING SIMULTANEOUSLY FOR BOTH A REGIONAL AND LOCAL COUNCIL SEAT.

This provision would not apply to candidates for the office of mayor in local municipalities, since mayors will be serving, ex officio, on regional council.

- **Remuneration**

In Ontario, municipal councils set their own salaries. Typically, this process is characterized by anxiety and debate as politicians and the public try to balance the notion of politicians as being engaged in selfless public service with the confounding, but equally powerful fact that those in public life have to put bread on the table, like everyone else.

Up to now, there has been no remuneration set for the new regional council seats. It is completely outside my terms of reference to do so and I have no intention of taking on the task. Nonetheless,

I RECOMMEND THAT REMUNERATION FOR THE DIRECTLY ELECTED REGIONAL COUNCILLORS BE ESTABLISHED AS QUICKLY AS POSSIBLE.

The job of regional councillor will be an important one. In my view it will occupy the majority of the time of incumbents and may well be a fulltime job. It would be very unfortunate indeed if regional councillor salaries were set at such a low level that high calibre candidates were discouraged from running or that only those with other sources of financial support could afford to hold office.

Incumbent regional councillors, particularly those who are also members of Ottawa city council also have an obvious and understandable interest in the effect of splitting municipal and regional representation on their remuneration.

There are likely lessons to be learned from the approach taken to establishing salaries for Metropolitan Toronto council prior to the shift to direct election of Metro councillors in 1988. While the levels of remuneration for local and regional office in Metropolitan Toronto are likely higher than would be seen as appropriate in Ottawa-Carleton, some of the principles adopted by the committee which designed the new salary scheme may be instructive. They include the principle that no one should lose by moving from the local to the regional level.

There is a conventional wisdom about the high cost of government in Ottawa-Carleton which the Bartlett Report did much to dispel. But, for the record, it is worth stating that having appropriate compensation for political office holders at the regional and local level does not inflate the cost of our government. For example, the total cost of regional council salaries as a proportion of the total regional budget will be minuscule. What appropriate compensation does do is increase the potential that high quality and dedicated individuals will seek office.

Public Education

Voter turnout in most Ottawa-Carleton municipalities is low. This is not unique to this area. But it is somewhat surprising, given that many residents in the region do work in the public sector and therefore might be expected to show a greater inclination to participate in the local electoral process than they do.

In my view, one of the factors which has dampened participation is the very complexity of the system. I think that basing the system for electing regional councillors on direct election and making the method of regional election consistent throughout Ottawa-Carleton will clarify the system. I hope that this, combined with a set of regional wards which are based on communities of interest, will increase voter awareness and turnout.

However, it would be naive in the extreme to think that people will automatically comprehend the changes that are being made. It will be necessary for a program of public information and education to be undertaken prior to the 1991 election to instill public awareness about the new system. This is over and above the type of information that the public currently receives through the enumeration process or through the campaigns of individual candidates. After this first election, it will be important for the RMOC to make the identity of individual regional wards prominent in its various public information programs. Doing so will build the identification of residents with their regional ward and help them think more specifically about their needs and interests in the regional context.

I RECOMMEND THAT THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON AND THE MINISTRY OF MUNICIPAL AFFAIRS UNDERTAKE A PROGRAM OF PUBLIC EDUCATION ABOUT THE NEW ELECTORAL SYSTEM IN OTTAWA-CARLETON PRIOR TO ITS INTRODUCTION IN 1991.

I ALSO RECOMMEND THAT THE REGION DEVELOP AWARENESS PROGRAMS WHICH WILL ASSIST RESIDENTS IN UNDERSTANDING THE RMOC AND HOW THEIR REGIONAL WARD'S NEEDS AND INTERESTS ARE DEALT WITH AT THE REGIONAL LEVEL.

- **Future Adjustments**

No ward system is immutable. Some municipalities grow, while others remain stable or decline in terms of their population. The same thing holds true with wards. This is one of the factors which accounts for the variations in population among the regional and local wards that I have recommended. These changes within the boundaries of Ottawa-Carleton and its local municipalities will be one impetus for the modification of my recommendations in the future.

Another source of change will be the absolute growth in the population of the region. Ottawa-Carleton is projected to grow from a population of 650,000 in 1990 to 760,000 in the year 2000. In terms of the region's electoral system, there are two ways of accommodating this growth. One is to increase the average population size of existing wards. The other is to increase the total number of wards and keep their average population size unchanged.

I favour the second option. This will increase the possibility that regional and local wards achieve their intended purpose - recognition of the circumstances and needs of different communities of interest in the broader local or regional context. Concern was expressed throughout the public consultation process that regional wards remain a reasonable size to permit elected representatives to be responsive to the needs of constituents. Already, many of the regional wards are significantly larger in population than even the largest existing municipal wards in the region.

I RECOMMEND THAT THE ELECTORAL BOUNDARIES IN OTTAWA-CARLETON ACCOMMODATE GROWTH IN THE TOTAL POPULATION OF THE REGION BY KEEPING THE AVERAGE POPULATION SIZES OF WARD CONSTANT AND INCREASING THE NUMBER OF WARDS.

VII. CONCLUDING REMARKS

One of my major recommendations is that reform of the electoral system in Ottawa-Carleton be undertaken as quickly as possible, certainly in time for the 1991 municipal election. Having said that, I must conclude by indicating that real change in the politics of the region will not occur overnight. As I discussed earlier, it will take time for the public to become familiar with the new system. Also, there will be a period of adjustment as the directly elected regional council members become accustomed to their new role and staff at the RMOC get used to a new system of political mentorship. Finally, it will take some time for the "realpolitik" of relations between local councils and regional council to emerge.

Doubtless there will be ups and downs on all of these fronts. However, as the reformed electoral system goes through its inevitable teething pains, it will be important to remember why change is occurring. Local municipalities with vital councils that are accountable to their local communities continue to be important. However, we now have a pressing need for a regional council which, in the best sense of the word, asserts itself to focus on those major issues which transcend local boundaries from the perspective of what is best for the region as a whole. We need a regional council that understands that the best interests of Ottawa-Carleton as a whole are greater than the sum of the interests of its 11 area municipalities. Finally, we require a regional council that combines a sense of direction for the region as a whole with sensitivity to the needs and interests of those communities of interest which exist from a regional perspective. The recommendations in this report are intended to help this occur through the election of a regional council and local councils which are vital political entities, directly accountable to the public they serve.

APPENDIX ONE*

TERMS OF REFERENCE
ESTABLISHMENT OF WARD BOUNDARIES IN OTTAWA-CARLETON

The purpose of the study is to consider, prepare and advise the Minister of Municipal Affairs as to the most appropriate configuration for a regional ward system and local ward systems enabling the election of local and regional councillors.

The Commissioner shall have regard to the guidelines set out below:

Regional Wards

- the number of regional, single-member wards, being no less than 14 and no more than 18, which should be established;
- the boundaries of the regional wards;
- the name or number each regional ward shall bear;
- which local wards shall be combined to form regional wards;

Local Wards

- whether an area municipality should have local wards, and, if so, the number of local wards;
- the boundaries of the local ward;
- local wards shall not be split between regional wards;
- each local ward should elect 1 or 2 members of council;
- the number of members of area council to be elected by general vote in an area municipality or the number to be elected by ward;
- a different number of members elected from different local wards with in the same area municipality;
- the name or number that each local ward shall bear.

Area Council Representation Criteria

Area council shall be based on a formula that is representative of the population as set out below.

- 2,000 - 19,999: minimum of 5 members and a maximum of 7 members, including head of council.
- 20,000 - 119,000: minimum of 5 members to a maximum of 9 members, including head of council

* prepared by the Ministry of Municipal Affairs

- 120,000 - 350,000: minimum of 7 to a maximum of 12 members, including the head of the council.

Commissioner to Consult

The Commissioner shall undertake a comprehensive consultation process, including meetings with the regional corporation, area municipalities, and the public, including public hearings.

Criteria to be Considered

In developing ward system configurations the Commissioner shall take into consideration the following criteria;

- community or diversity of interests;
- means of communication and accessibility;
- topographical features;
- population trends;
- recognition of settlement patters and community groups;
- special geographic considerations, including in particular sparsity, density or relative growth or loss of population;
- as far as is practicable, wards shall be compact and contiguous. Unnecessary irregularities or sinuosities should be avoided;
- as far as is practicable, there should be equal representation of equal population/electors. That is to say, wards with the same number of council members should have approximately the same population/ electors and similarly andy two-member wards should have approximately twice the population /electors of a single member ward;
- as far as is practicable, the total population/electors in each ward should not be greater or less than 25% of the average population/electoral population per ward. (The average population/electoral population is arrived at by dividing the total population/electoral population of the municipality by the total number of councillors elected by wards).

Timing

The Commissioner shall submit the proposal of regional and local ward boundaries no later than November 30, 1990 for the consideration of the Minister of Municipal Affairs.

July 11, 1990

APPENDIX TWO

LIST OF PARTICIPANTS

I would like to thank the following individuals who participated in meetings, interviews and corresponded with the Ottawa-Carleton Electoral Boundary Commission. The list of names that follows is organized by government organization, municipality, citizens' groups and associations, and individuals.

Regional Municipality of Ottawa-Carleton
Andrew Haydon, Chairman,
Ronald Clarke, Chief Administrative Officer
Gail Brown, Clerk
Doug Cameron, Solicitor
Nick Tunnicliffe, Commissioner of Planning
Ian Cross, Planner
Chris Bradshaw, Community Development Officer

City of Gloucester
Harry Allen, Mayor
Fiona Faucher, Alderman & Regional Representative
Edward Campbell, Alderman & Regional Representative
Richard Cantin, Alderman
Claudette Cain, Alderman
Mitch Owens, Alderman
Michael Denny, Alderman
Michael Tufts, Alderman

John Morand, Chief Administrative Officer
Fred Meldrum, Clerk
John Reid, Director of Planning
Merrill Cutts, Deputy Clerk

City of Kanata
Des Adams, Mayor
Eva James, Alderman & (designated) Regional Representative
Robert Hillary, Alderman
Beverly Read, Alderman
Doug Felhaber, Alderman
Judu Hunter, Alderman

Brian Switzer, Chief Administrative Officer
Maureen Meikle, Clerk

City of Nepean
Ben Franklin, Mayor
Gord Hunter, Councillor & Regional Representative
Frank Reid, Councillor & Regional Representative
Al Loney, Councillor & Regional Representative
David Pratt, Councillor
Rick Chiarelli, Councillor
Les Casey, Councillor

Merv Beckstead, Chief Administrative Officer
Dave Hobbs, Clerk
John Lemaistre
Karen Wilson
Eric Cooper

City of Ottawa
Jim Durrell, Mayor
Diane Holmes, Alderman
Jacqueline Holzman, Alderman,
Michael Janigan, Alderman
Marc Maloney, Alderman
Michael McSweeney, Alderman
Tim Kehoe, Alderman
Nancy Smith, Alderman

Dave O'Brien, Chief Administrative Officer
Guy Bergeron, Deputy Clerk
Ted Faubert, Manager, Policy, Planning and Research

City of Vanier
Gisele Lalonde, Mayor

Daniel Ouimet, Chief Administrative Officer
Réné Doré, Clerk

Village of Rockcliffe Park
Patrick Murray, Mayor
William Lawson, Councillor
Warren Langford, Councillor
Sheila Nelles, Councillor

Murrary McLean, Chief Administrative Officer
Linda MacDonald, Treasurer

Township of Cumberland
Brian Coburn, Mayor
Linda Dunn, Councillor at-large

Ned Lathrope, Chief Administrative Officer
Carmelle Bédard, Clerk-Treasurer

Township of Goulbourn
Anton Wytenburg, Mayor
Perce McKinley, Councillor
Wayne Beaton, Councillor
Ron Mahar, Councillor
Ken Vaughn, Councillor

Bob Townend, Chief Administrative Officer
Moira Winch, Clerk

Township of Osgoode
Albert Bouwers, Mayor
Doug Thompson, Councillor
Lloyd Cranston, Councillor
Albert McKeown, Councillor

Wayne Robinson, Clerk

Township of Rideau
Bill Schouten, Councillor

Gary Dillabough, Chief Administrative Officer
Georgina Heggart, Clerk & Planning Administrator
David Ball, Deputy Clerk

Township of West Carleton
Eric Craig, Mayor
Keith Roe, Councillor
Stewart Baird, Councillor
Helga McDonald, Councillor
Sue Lebrun, Councillor
Bert Reitsma, Councillor
Orval Kemp, Councillor

Bruce Leclaire, Clerk

Ministry of Revenue, Assessment Region Number 03
Doug Hillman, Regional Assessment Commissioner
Gabe Poitras, Assessment Officer, RMOC

National Capital Commission
Jean Pigott, Chairman
Graham Kirby, General Manager

Ottawa Board of Education
Trustees:
Marjorie Loughrey
Cynthia Bled
Roy Bushfield
Elda Allen
Jane Dobell
Mary Lou Fleming
Linda Hunter
Harriet Lang
Marian Lothian
Brian Mackey
Kathy Yach

Officials:
R.C. Gillet
J.M. Roome
M. Snaith

Carleton Board of Education
Lyle MacLennan, Director of Education
Phil Laverance, Secretary of the Board

Ottawa-Carleton Board of Trade
Derek Crain, Chairman

Regional Review Committee of the Federation of Citizens' Associations of Ottawa-Carleton
Russell Barton, President, Federation of Citizens' Associations Ottawa-Carleton
Barry Wellar, Chairman of Regional Review Committee

Social Planning Council of Ottawa-Carleton
Meeting Participants and Board Members:
Lois Crowe
Wendy Paterson
Norma Strachan
Ralph Meehan
Ron Melchers
Sandra Withers
Marg Nelson
Jim Zamtrelli, Executive Director
Lisa Donner
Cindy Muriarty

Community Associations

Geoffrey Sharpe, Britannia Ratepayers Association

Pieter Leenhouts, Lynwood Village Assocation

Sidney Marinoff, Fallingbrook Community Association

Larry Motuz, Glebe Community Association

Allan Gregory, Carlingwood Residents' Association

Tony Hempinstall, Carlington Community Association

David Villeneuve Fallingbrook Community Association

Linda Makela and Tony Kerr, Bridlewood Community Association

Ian Cummings, Beaverbrook Community Association

Merle Nicholds, Kanata Lakes Community Association

Charles Scott, Katimavik-Hazeldean Community Association

Victoria Mason, Ottawa-Carleton Ratepayers Association

David Doherty, Barrhaven Education Committee

Al Speyers, Communities to Re-Route the Hunt Club Extension

Individuals

Peter Clark
Gerald Dust
Tom Sherwood
Albert Roy
Robert Quinn
Leo Smallwood
Bill Hunter
Vincent Barsona
Serge Desjardins
John Curry
Ian Hunter

APPENDIX THREE

The following notice of public hearings was published in English and French in the region's three major daily newspapers.

NOTICE OF PUBLIC HEARINGS

The Minister for Municipal Affairs has asked the Electoral Boundary Commissioner for Ottawa-Carleton to make recommendations concerning: the number of new regional wards and their geographical boundaries; the composition and boundaries of existing local wards; the total number of municipal and ward representatives to be elected in the region; and which local wards shall be combined to form regional wards. A complete list of the commissioner's terms of reference is available.

Members of the public are invited to present written or oral briefs at public hearings. Dates and locations of those hearings are listed below. Advance notice of presentations should be given to the:

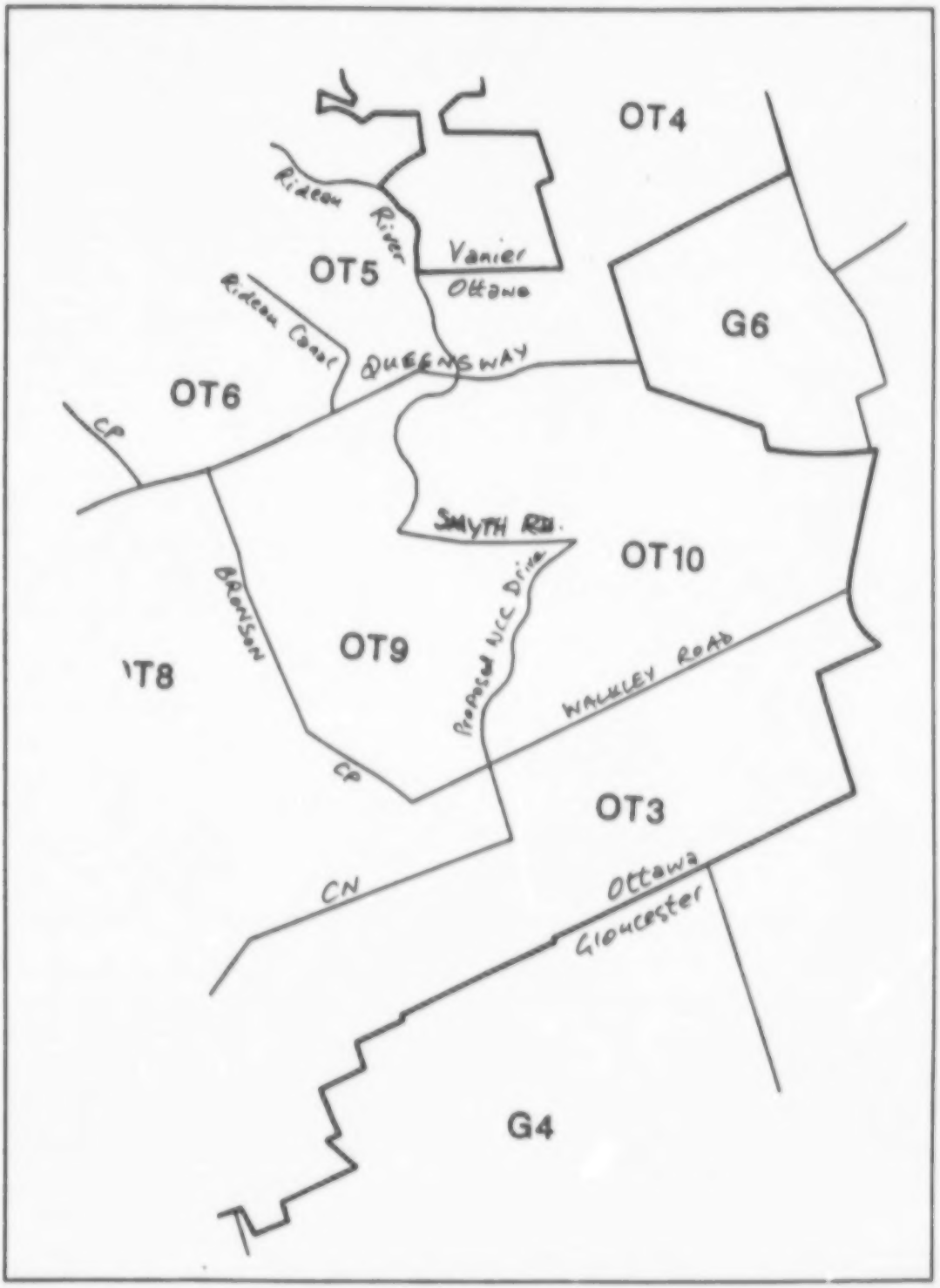
Ottawa-Carleton Electoral Boundary Commission
Katherine Graham, Commissioner
c/o School of Public Administration
Carleton University
Ottawa, K1S 5B6

Tel: (613) 788-2632
Fax: (613) 788-2551

SCHEDULE OF PUBLIC HEARINGS

Monday, September 24 Beginning at 4 p.m.	Nepean Sportsplex Room C (2nd floor) Nepean
Wednesday, September 26 Beginning at 4 p.m.	MacNabb Community Centre 180 Percy Street Ottawa
Monday, October 1 Beginning at 4 p.m.	Gloucester Community Centre (Beacon Hill Shopping Centre) 2338 Ogilvie Road, Room B Gloucester
Wednesday, October 3 Beginning at 4 p.m.	Kanata City Hall Council Chambers, 3rd Floor 150 Katimavik Road Kanata

THE FOLLOWING MAPS GIVE DETAIL OF INDIVIDUAL, LOCAL WARD BOUNDARIES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Ottawa
OT5
Rideau Canal
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G6
OT6
CP
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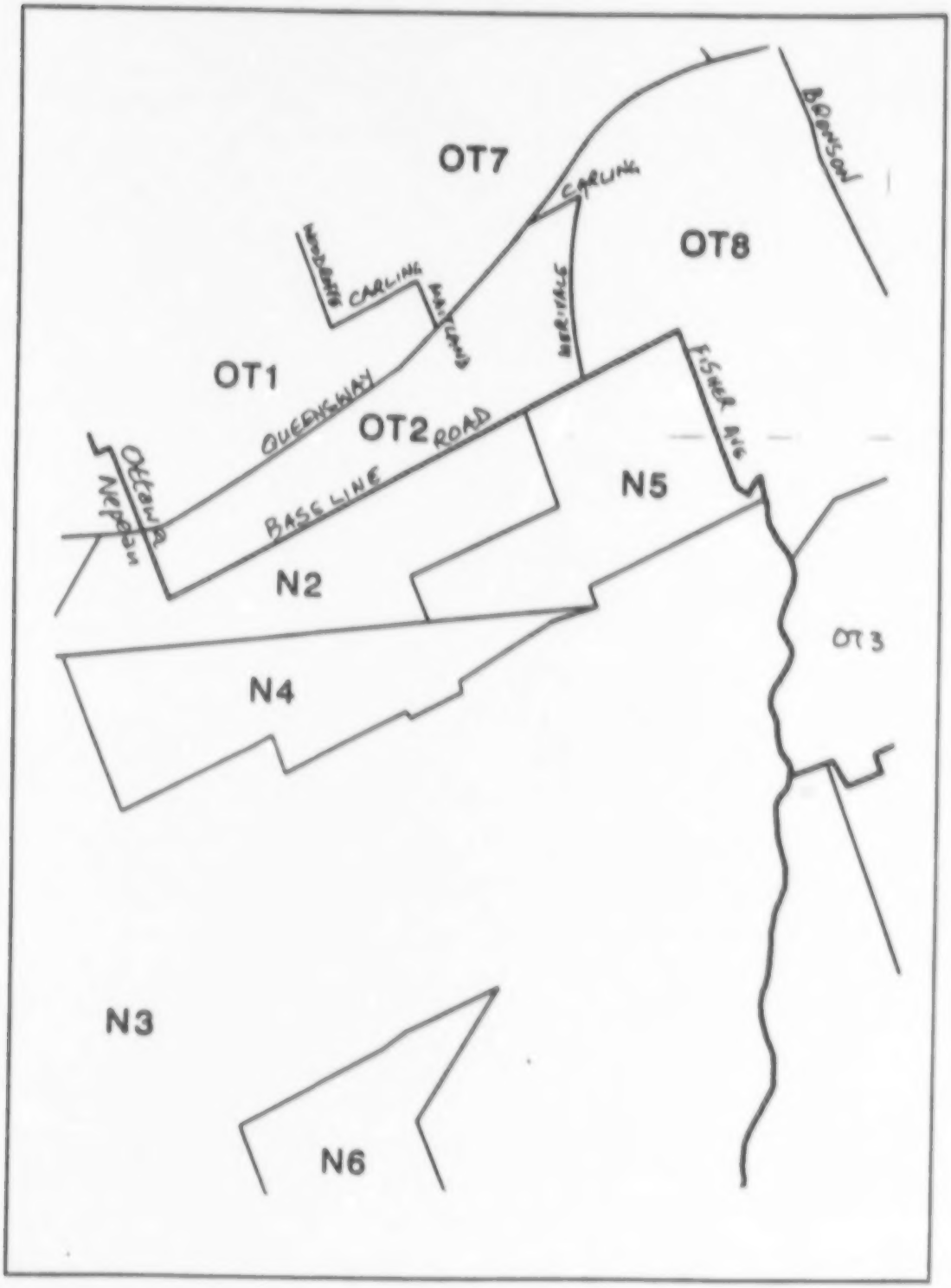
BRONSON
OT9
Proposed NCC Drive
WALKLEY ROAD
OT8
CP
OT3
CN
Ottawa
Gloucester
G4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MARCH
N1
K1
Kanata
QUEENSWAY
Kanata Lakes
RICHARDSON
Town Centre
K2
EAGLESON
Kanata West Corkton
KAKULK
ROAD
K3
ABBOTSHILL
WC4
MARCH GROVE
Kanata Gowlbourn
CRESCENT
CPR
K4
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HWY 7
GB1
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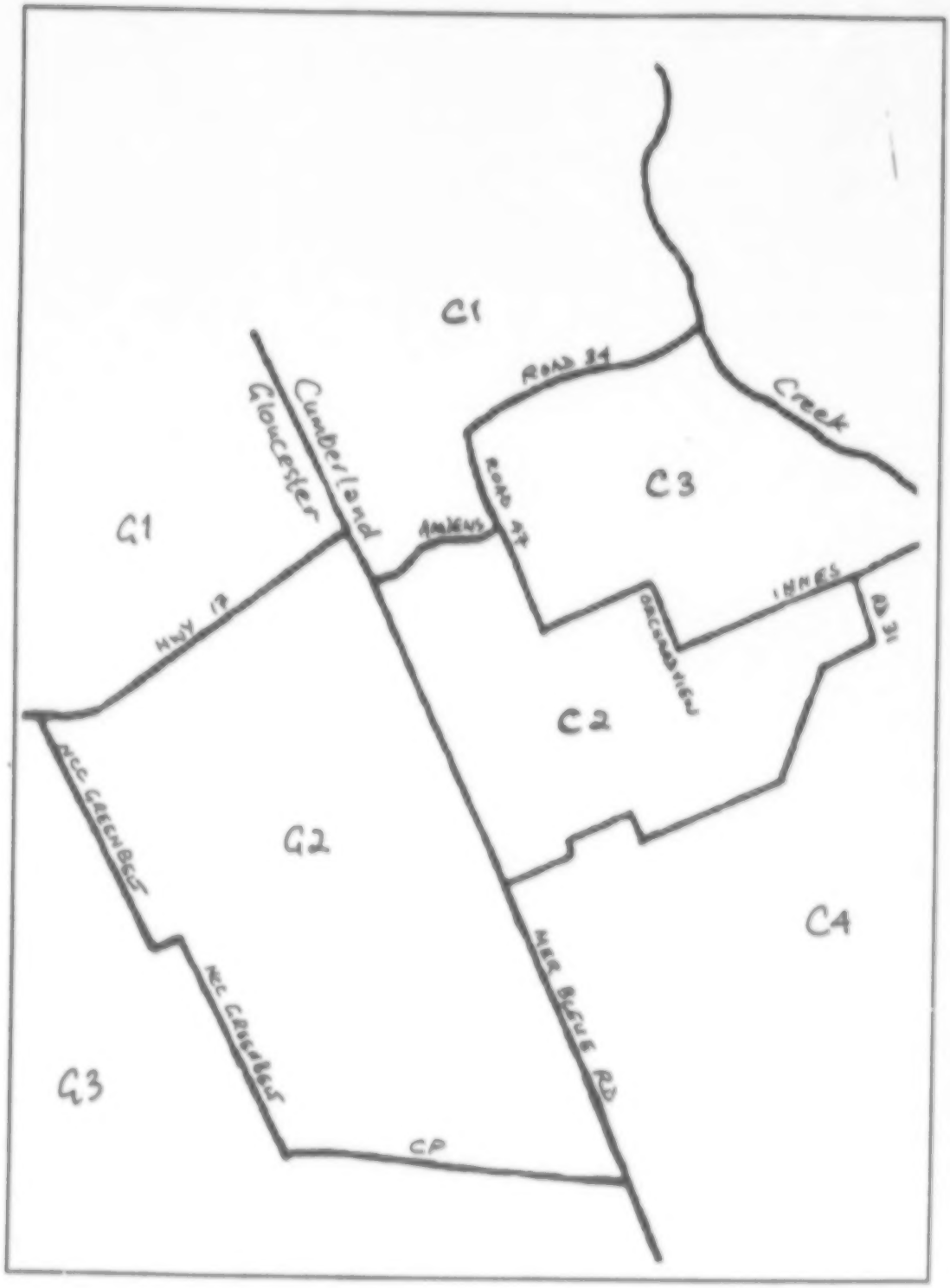
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Cumberland
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Inglis
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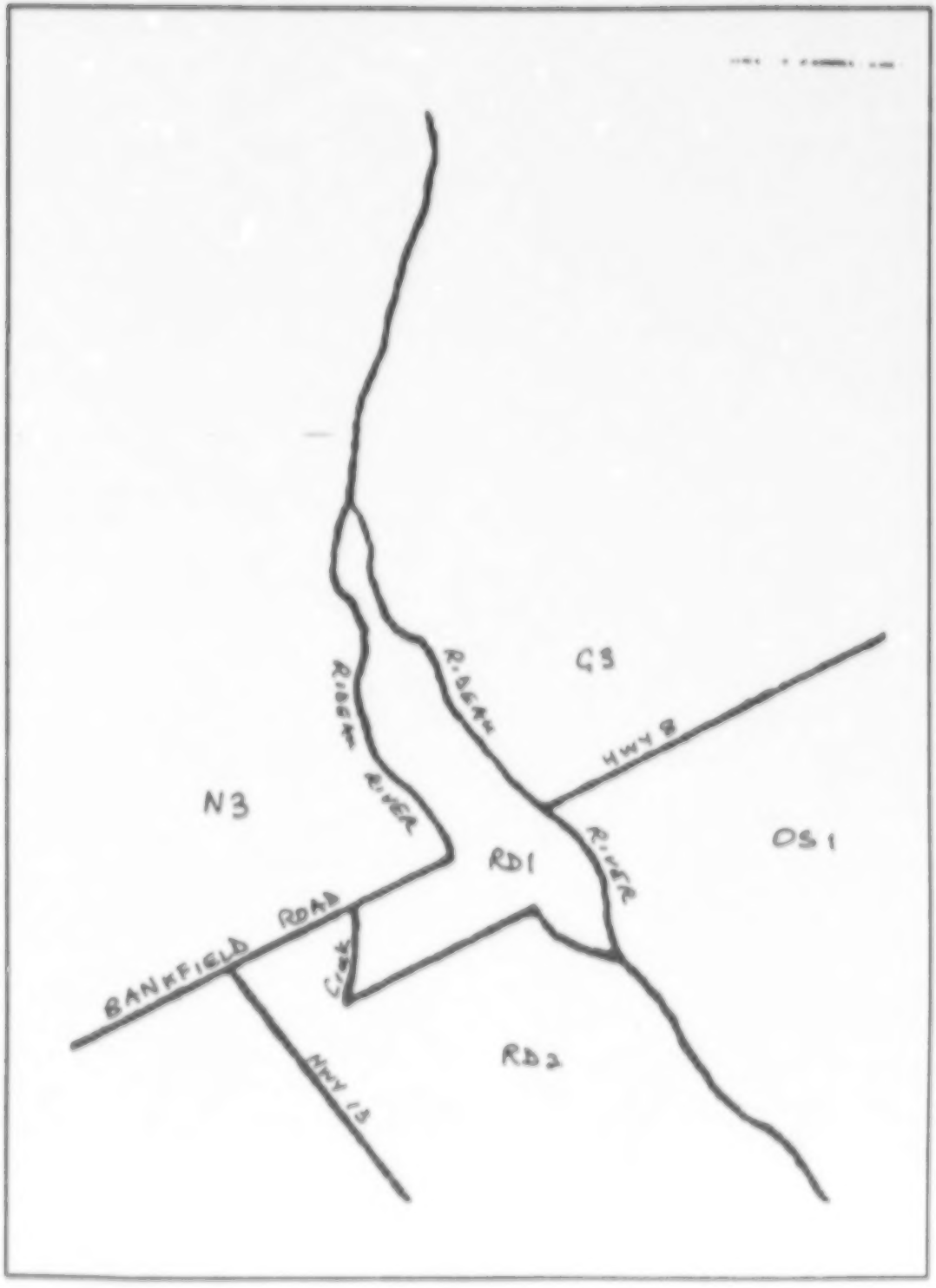
Hwy 17
Orchard View
C2
Mcc Greenbelt
G2
C4
Mcc Greenbelt
Mer Bleue Rd
G3
CP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OS1
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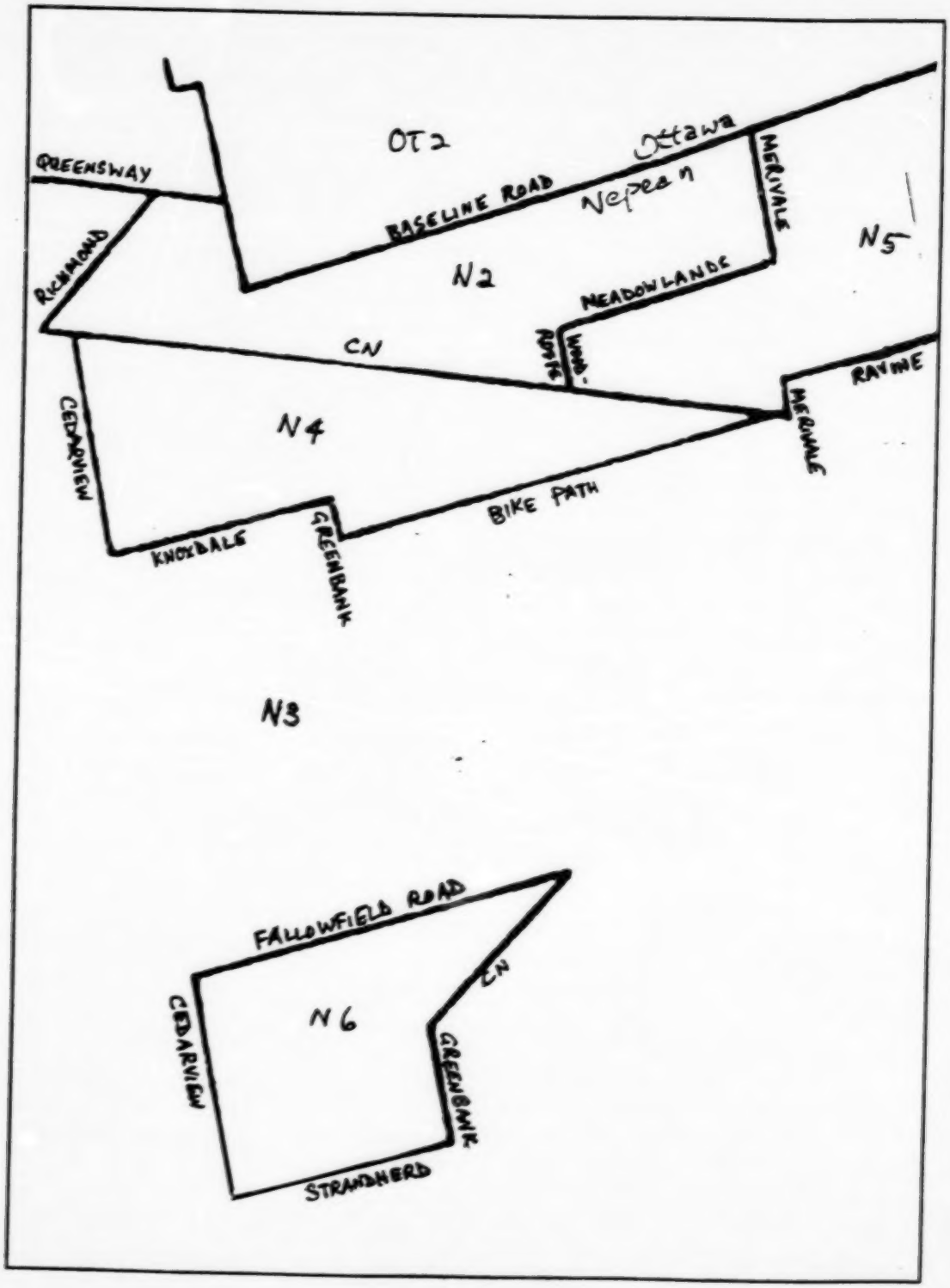
BANKFIELD
ROAD
Creek
HWY 13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QUEENSWAY
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MERIVALE
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WOOD-
ROFFE
RAYNE
MERIVALE
CEDARVIEW
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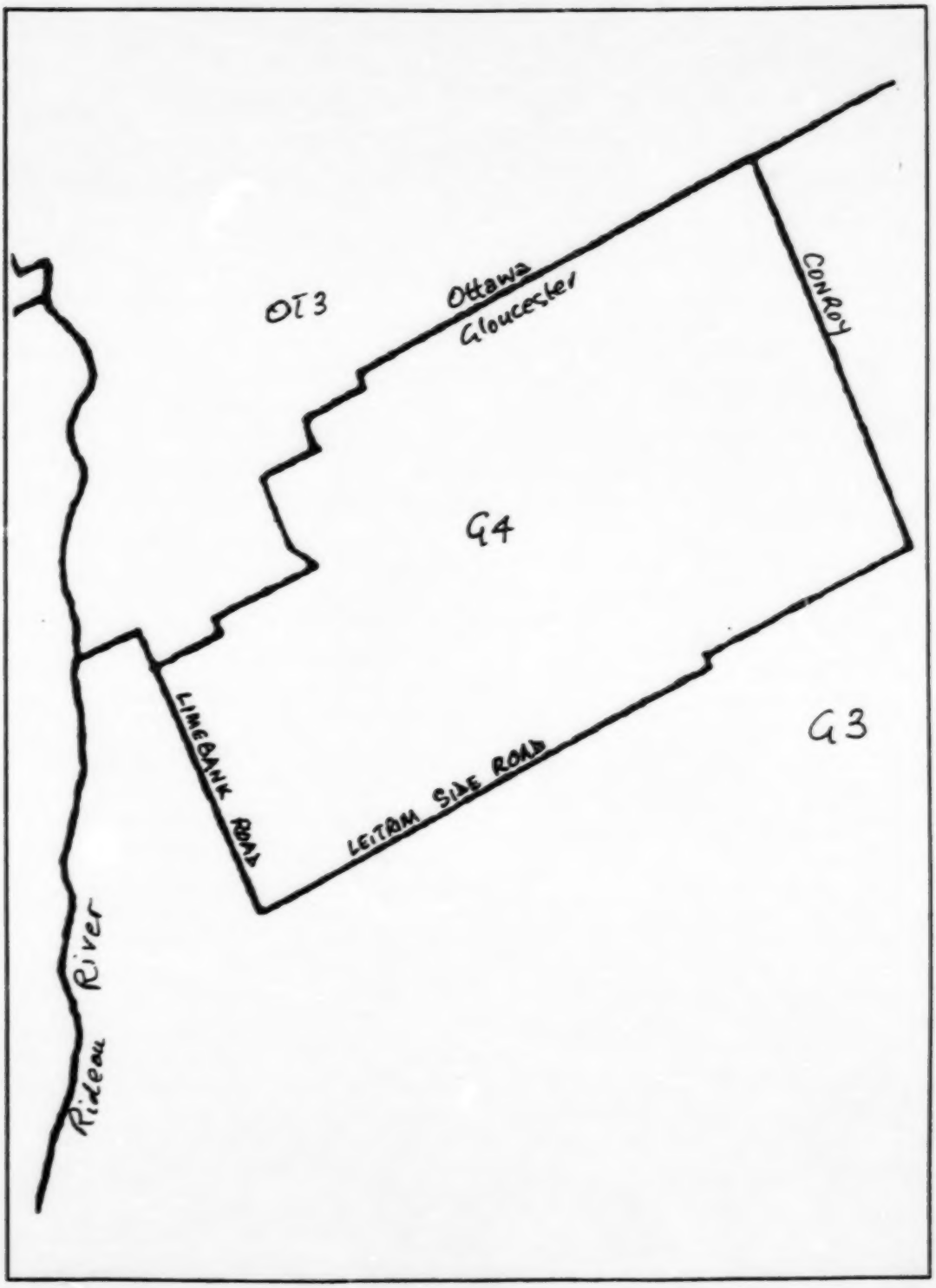
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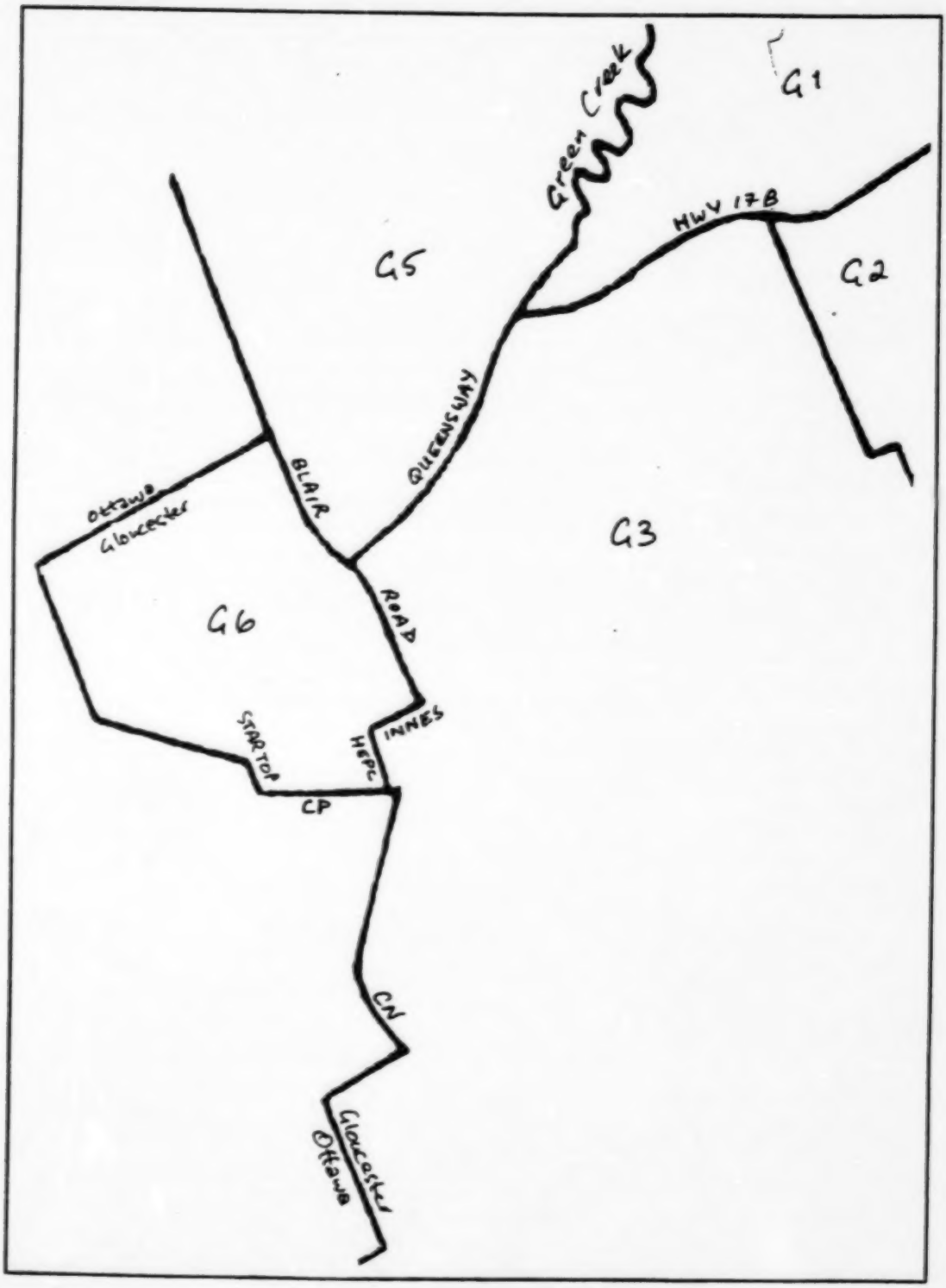
Rideau River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STARTOP
CP
CN
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Ottawa